REPORT ON THE SWISC PUBLIC CONSULTATION PROGRAM
OCTOBER TO NOVEMBER 1989

LURA Group

November 17, 1989.

Notice to Readers

The following report contains a summary of issues brought to the attention of SWISC during a series of Open Houses and Workshops held in the Greater Toronto Area during October and November 1989.

It's purpose is to provide citizens participating in the SWISC public consultation process with the views of other citizens within the Greater Toronto Area. It is also intended to provide potential respondents to SWISC's Request for Expressions of Interest with an understanding of the priorities and opinions of citizens within the GTA.

The report's contents do not reflect the position of SWISC. However, SWISC is currently considering the issues raised through the Public Participation Program, and will be issuing a report within the next two months.

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GLOSSARY OF TERMS AND ACRONYMS USED

3 Rs	the Reduction, Re-use and Recycling of materials from wastes prior to disposal
4 Rs	the Reduction, Re-use, Recycling and Recovery of materials and energy from wastes prior to disposal.
DIVERSION	the Reduction, Re-use and Recycling of wastes prior to disposal by incineration or landfilling.
EAA	the Environmental Assessment Act, R.S.O. 1980, Chapter 140 as amended.
EPA	the Environmental Protection Act, R.S.O. 1980, Chapter 141, as amended.
GTA	the Greater Toronto Area, being the area included within the Regional Municipality of Durham, the Regional Municipality of Halton, the Regional Municipality of Metropolitan Toronto, the Regional Municipality of Peel and the Regional Municipality of York.
Recovery	the extraction of materials or energy from waste providing a means of reducing the quantity of waste destined for disposal.
Recycling	the use of a waste material as a replacement for all or part of a virgin material in a manufacturing process.
Reduction	the elimination, prevention or restriction of waste at its source.
Region	one of the regions in the Greater Toronto Area, (the Regional Municipalities of Durham, Halton, Metropolitan Toronto, Peel and York).
Re-use	the direct re-use of materials which would otherwise become waste, providing a means of reducing the quantity of waste destined for disposal.
REOI	the Request for Expressions of Interest for the Development of a Comprehensive Long-term Waste Management System for the Greater Toronto Area, issued by SWISC in October 1989.
Solid Wastes	any solid, non-hazardous discarded material generated from households, commercial establishments and industry.
SWISC	the Solid Waste Interim Steering Committee.

1.0 INTRODUCTION AND METHODOLOGY

The Chairmen of the five Regions in the Greater Toronto Area -- Durham, Halton, Metropolitan Toronto, Peel and York -- have agreed to explore a joint approach to solving the area's solid waste problems. The Regions have formed the Solid Waste Interim Steering Committee (SWISC), to coordinate the search for a waste management system for the Greater Toronto Area (GTA). The LURA Group has been retained by SWISC to develop and implement a Public Consultation Program as part of this process. An initial round of public consultations was held to receive input on the Request for Expressions of Interest (REOI) which were issued in October 1989.

SWISC has developed Principles which it has proposed be used as a basis for criteria to evaluate the responses to the REOI. The first stage of the Public Consultation Program undertaken by LURA Group was specifically designed to elicit input, feedback and comments on these Principles. This document constitutes the report of that consultation process.

Input from the public on the Principles outlined in the REOI has been gathered from two major sources:

1) a series of Open Houses/Workshops which were held in the GTA; and
2) return coupons which were included in the first issue of the newsletter.

Additional input -- an assessment of current opinion from the broad public -- has been obtained from public opinion surveying carried out by Environics Research Group within the last 18 months.

The major issues raised concerning SWISC's Principles are summarized in Chapter 2 of this report. "Major issues" were defined to be those which arose from more than one source (that is, from newsletter coupons and from workshops), and which arose in more than one Region. The specific concerns that were raised have been translated into generic issues. As

an example, participants in Metro Toronto, Durham and Halton raised concerns about the relationship between SWISC's initiatives and waste management initiatives ongoing in their Region. The concerns by residents in Metro, Durham and Halton have been translated into a generic issue in Chapter 3, ("The relationship between SWISC's search for a waste management system and Regional waste planning initiatives is unclear").

Other major issues not directly related to SWISC's Principles which were raised during the course of this round of public consultation are summarized in Chapter 3.

The assessment of current public opinion is covered separately in Chapter 4.

1.1 Open House/Workshops

Between October 23 and November 8, 1989, ten Open House/Workshops were held, two in each Region. The events included an afternoon open house, running from 3:00 to 6:00 pm, for people primarily looking for information on the SWISC initiative. The open house was staffed by consultants from LURA Group and SENES. The evening commenced at 7:30 pm, and included: an introduction and explanation of the Region's role from the Regional Chairman; a history of SWISC and the REOI process by SWISC staff; and roundtable discussions of the Principles. General questions about solid waste management, SWISC, and the SWISC process were also received and addressed.

Summaries of comments made at each of the Open House/Workshops are found in Appendix A.

1.2 Newsletter Coupons

The first issue of the SWISC public consultation newsletter was designed to provide the same basic information to members of the public as did the Open Houses. In addition, a reply coupon was included in the newsletter specifically soliciting input on SWISC's Principles. The newsletter was mailed to approximately 6,300 members of the public. These

included individuals and groups on existing waste management mailing lists which were obtained from the Regions of Halton, Peel, Metro Toronto and Durham; area councillors in the GTA; libraries in the GTA; and those replying to the October 7, 1989 advertisement which announced the SWISC initiative.

Summaries of the comments received on the newsletter reply coupon are included in Appendix B.

1.3 Assessment of Current Public Opinion

In order to complement the input received from interested parties and citizens, an assessment of current public opinion on solid waste management was prepared by the Environics Research Group. This assessment is based on a number of surveys carried out over the past 18 months, which contain some focus on solid waste management issues. This research includes both Environics' syndicated research services, as well as a custom study conducted for the Region of Halton. A summary of the report's findings is found in chapter 4.0 of this document. For more detail, the entire report is included as Appendix C.

2.0 FEEDBACK ON THE SWISC PRINCIPLES

2.1 General Observations

In total, 198 people attended either an Open House or a Workshop. The small numbers allowed the facilitator, Ron Anderson, to spend a significant amount of time talking to Open House attendees, and permitted Workshop participants ample opportunity to speak during the evening roundtable discussions. For the most part, those attending the Open Houses and Workshops were well informed about solid waste management issues.

Coupon responses from the first issue of the newsletter have been received from 119 people to date. Although some of the responses were specific to the Principles, the majority were not, and dealt with more general issues like the need for waste reduction, the need for control of packaging, and the need for educational programs on waste issues.

2.2 Input on Principles

The following summarizes, in a generic manner, the major issues raised in the Open Houses, Workshops, and newsletter coupons. The term "participant" is used throughout this section to indicate participants in the public consultation process, (excluding SWISC staff), whether they were an attendee at an Open House, a Workshop, or a newsletter coupon respondent.

2.2.1 Principle One

> *To aim at fulfilling provincial targets for diversion of solid wastes from disposal (25% by 1992 and 50% by 2000). Disposal of residual waste refers to landfill, energy from waste and other environmentally acceptable methods.*

Of the six Principles developed by SWISC, Principle One poses the most significant difficulties for the participants as written. Comments received include:

1) The words "to aim" suggest that the targets set for waste diversion may not be reached. The participants felt that these targets must be reached in order to protect the environment.

2) Although there were a small number of people who felt that it was unlikely that the targets for waste diversion could be reached, many workshop participants and coupon respondents indicated that the targets are too low.

3) There was general dissatisfaction that Principle One did not explicitly contain a definite hierarchy of the 3 Rs for waste diversion -- that reduction is better than re-use which is better than recycling. The participants feel that reduction of waste at source is necessary for and should be integral to the development of an environmentally-sound waste management system.

4) It was felt by participants that Principle One is more important than the others, and should be given top priority in the development of a waste management system.

5) There was a feeling on the part of participants that, in this solid waste management crisis, time is of the essence, and therefore it is not just the magnitude of diversion from landfill which is important, but also when that diversion can occur. In short, the participants believe that those facilities, programs or systems which can achieve significant diversion of waste and which can be introduced relatively soon should be given priority in the evaluation process.

2.2.2 Principle Two

> *To develop a system based on proven technology for processing solid wastes which will eliminate objectionable characteristics associated with some traditional waste management systems and which meets the requirements for approval under the Environment Assessment Act, the Environmental Protection Act and other pertinent statutes.*

Discussion of Principle Two centred on the many interpretations which are possible due to the lack of definition of certain terms in the statement. The major comments received were:

1) While the participants are generally in favour of using waste management technology which has been proven to work well elsewhere, it was also felt that there is a need for flexibility to respond to changes in the future.

2) The term "proven technology" needs to be clarified in terms of the minimum capacity of the component or system, changes in "proven" technology which may occur before the system is in place, and other factors.

3) The phrase "eliminate objectionable characteristics" needs to be defined. For example,

will a system meeting requirements of the EPA and EAA eliminate objectionable characteristics?

2.2.3 Principle Three

To construct an innovative framework for new research and development in the area of solid waste reduction, re-use, recycling and recovery.

The participants had four major concerns with this principle:

1) The term "innovative framework" needs to be defined. It is unclear to participants what this means in terms of roles, objectives, funding, etc.

2) The term "innovative framework" must include action, as well as research.

3) It is unclear whether the term "recovery" includes energy recovery (EFW) as well as material recovery. This needs to be clarified.

4) If "recovery" includes energy recovery, to some participants there is a conflict between the 3 Rs addressed in Principle One and the 4 Rs in this Principle. Those commenting on this concern feel that research and development should be restricted to the 3 Rs.

2.2.4 Principle Four

To locate facilities, if possible, in receptive communities and maximize industrial development opportunities for those communities.

There was a great deal of discussion generated at Workshops and input received from coupons on this principle. Much of the input centred on the need for definition of some of

the terms in the principle. There were six major comments received on this principle. These included:

1) Although some felt it was unlikely that "willing host" communities would be found, most people feel that siting facilities in receptive communities is a good goal.

2) While the idea of siting in receptive communities is perceived as a good one, it was generally felt that this is not the most important siting criteria. Protection of human health and the environment, for example, are considered to be more important than finding a receptive host.

3) The term "receptive" in the phrase "receptive communities" needs to be defined. It was generally felt that "receptive" should mean acceptable to the people living in the community, as opposed to elected officials. Referenda or plebiscites were suggested as potential methods of determining community receptiveness.

4) The term "community" in the phrase "receptive communities" needs to be defined. There was no consensus on whether "community" should be defined as the GTA, a Region, a municipality, or some smaller unit.

5) On the issue of exporting of waste, most people felt fairly comfortable with the notion of GTA-wide waste management (exporting of waste from one Region to another within the GTA). A minority felt that the Regions should be dealing with their own waste. There was no consensus reached on the acceptability or appropriateness of exporting waste out of the GTA.

6) The phrase "maximize industrial development" should be defined. Does it relate to compensation or job creation?

2.2.5 Principle Five

> *To create a waste management structure that will allow maximum collaborative efforts between municipal, regional, provincial and federal authorities; which best combines the efforts of the public and private sectors; and which serves as a world class model for environmentally sound waste management systems.*

Feedback on this principle centred on the three main concepts it contains:

1) With regard to the desire for collaboration among the various levels of government, there was a general feeling that this is an admirable goal, but that in reality, it will be very difficult to achieve.

2) Concern was expressed about a waste management structure which involves "too much" government, or results in the creation of yet another tier of government.

3) Regardless of whether it was felt that the system should be operated by the private or the public sector, there was a preference expressed at the Workshops for a waste management system that would be under public control.

4) There was no consensus on the appropriateness of private sector involvement (operation) in a SWISC waste management system. Those in favour of such involvement mentioned reasons such as increased efficiency and innovation in the private sector. Those opposed to private sector involvement mentioned reasons such as lack of accountability to the public and the importance given to profit rather than environmental protection.

5) It was suggested by many participants that the phrase "world class model" be deleted or replaced by something like "state of the art". In general, the term was felt to be pretentious and meaningless.

2.2.6 Principle Six

To provide a cost effective solution to the problem of solid waste management while reducing environmental degradation and the real costs associated with conventional waste management systems.

Much of the discussion on this principle dealt with the necessity of defining some of the terms it contains. Major comments raised included:

1) The terms "cost effective" and "real costs" need to be defined.

2) The definition of "real costs" and "cost effective" must include long-term environmental, social and cultural costs.

3) Most participants felt that while economics must be considered in the search for a waste management system, the long-term environmental costs are more important.

4) It was suggested on several occasions that the Principle would have a more positive message if the phrase "reducing environmental degradation" were replaced with "promoting environmental protection."

3.0 GENERAL ISSUES RAISED

There are a number of general issues that were raised in the Open House/Workshops or in the newsletter coupons that were not specifically connected to SWISC's Principles. These included:

1) A general concern about the state of the environment and the need for decisive action as soon as possible.

2) The necessity of individuals (whether private citizens, commercial or industrial sector) taking more responsibility for the solid waste they generate.

3) The necessity of educational programs to support point two above.

4) The need for action, (whether it be taxation, legislation or something else), to deal with the issue of excess packaging of consumer products.

5) More information on SWISC itself is needed for the public. There is a confusion in some parts of the area between SWISC and other initiatives of the Office of the Greater Toronto Area.

6) The relationship between SWISC's search for a waste management system and Regional waste planning initiatives is unclear.

7) Accountability is an issue. Regional Chairmen, with the exception of the Chairman of Metropolitan Toronto, are not elected by the voting public. Other Regional Chairmen are chosen by Regional councillors. How can a GTA-wide solid waste management structure be made accountable to the public?

8) General support was shown, especially in the coupon responses, for the planning process itself and the public involvement in that process.

9) The newsletter and all SWISC printed material should be printed on paper containing recycled fibres.

10) A number of comments were received about the short notice for the Open House/Workshops, the location of the meetings, and buildings which were chosen for these events.

As part of the SWISC search for a waste management system for the Greater Toronto Area, participating Regions have been asked to nominate a landfill site which would be able to be used on an interim basis until a new system is in place. These sites have been referred to as "contingency sites". Although contingency siting issues were not the focus of the Open House/Workshops or the newsletter, a significant number of issues on contingency sites were raised. These include:

- a fear that hearings under the EPA instead of the EAA will not be sufficient to protect human health and the environment;
- a fear that once sited, short-term contingency sites will be used for the long-term;
- environmental and social concerns about specific sites which may be proposed as contingency sites; and
- equity issues around the exporting of waste from one Region within the GTA to another.

4.0 CURRENT PUBLIC OPINION ON SOLID WASTE MANAGEMENT ISSUES

4.1 Introduction

This chapter presents an assessment of how the general public in the Greater Toronto Area currently views solid waste management issues. This information is intended to be complementary to the public input obtained through other components of the public consultation program, as a base of opinion against which change can be tracked as the process progresses, and as a guide to the subsequent implementation of the public consultation program.

This chapter summarizes a report based on the results of a number of surveys conducted by Environics Research Group Limited over the past 18 months. These surveys include both Environics' syndicated research services (such as Metropoll, FOCUS CANADA and the Environmental Monitor), as well as from a custom study conducted for the Region of Halton. For more detail, the entire report is contained in Appendix C. In this chapter, where the text reads "Greater Toronto Area", the findings relate to the particular geographic area which incorporates the five Regions. The term "Toronto area" is used for findings taken from population sub-samples covering the Metro Toronto area. However, these findings are essentially similar to those found in the outlying Regions within the GTA.

4.2 Awareness and Concerns about Solid Waste

- The Canadian public's mention of the environment as the most important problem facing the country has grown from minimal in the 1970s and early 1980s, to the number one issue in 1989.

- The primary basis of public concern about the environment is the perceived threat to human health and safety. Metro Toronto residents are even more likely than those living elsewhere in the country to express concern about the health and safety hazards

of pollution.

- Although solid waste remains a less salient concern than other environmental issues that are perceived to be either more of an immediate hazard (toxic chemicals, air pollution) or massive in scale (global warming, acid rain), Toronto area residents have become decidedly more aware of solid waste management as an environmental issue over the past two years.

- The fact that Toronto area residents place considerably greater priority on "environmental protection" than on "garbage disposal" indicates that the public's concerns about solid waste are part of broader environmental concerns.

- Packaging waste, particularly plastic packaging, has recently been recognized as a significant, but not yet critical solid waste management problem.

- A plurality of Toronto area residents believes the best way to reduce packaging waste is to encourage consumers and businesses to reduce the amount they use; one-third favour a ban on packaging where less wasteful alternatives are available.

- Although there is no consensus regarding who is primarily responsible for addressing the issue, the public now sees waste management as an important priority for municipal governments. In the Toronto area, waste management is seen as a much higher priority than the treatment of drinking water, police and fire protection, transportation or sewage treatment.

4.3 Solid Waste Management Issues

- Greater Toronto Area residents are divided on the question of whether each municipality should be responsible for disposing of its own garbage or whether it is acceptable to ship waste to other areas that are willing to accept it.

- Although there is currently no consensus among Greater Toronto Area residents on the relative merits of private versus public sector responsibility for solid waste management, just over half express a preference for private companies. They believe the private sector would be more efficient and cost-effective. Those who support public sector responsibility believe government is more responsible and accountable and less concerned with profits.

- The data suggest that the residents of the Toronto area may not have any difficulty with waste disposal becoming a profitable enterprise, but the most important criteria which they would use to accept or reject waste management systems and operators is the protection of human health and the environment.

4.4 Recycling

- There is widespread and increasing support across Canada for household waste recycling. There are two reasons for this. First, a large segment of Canadians believes that citizens have at least as much responsibility as governments or industry to protect the environment, and this segment appears to be growing. Secondly, people are looking for ways in which they can translate their environmental concerns and responsibility into concrete actions.

- In 1988, most Toronto area residents thought recycling should be given a higher priority. In 1989, nine in ten residents said they would or already do participate in curbside recycling. Most also said they would be willing to financially support such programs in their communities.

- In September 1989, eight in ten Toronto area residents reported that their neighbourhood is serviced by the Blue Box recycling program, and seven in ten said their household participates. Those who do not participate fail to do so largely for reasons beyond their control - they live in unserviced buildings or have never received a blue box - rather than because of any lack of motivation or interest.

- Almost all Toronto area blue box participants say they are very likely to continue recycling and most are prepared to expand their own efforts: to include wet household waste and home composting; to pay more if necessary to support such programs; and even support laws to require everyone to participate.

- Almost nine in ten Toronto area residents favour mandatory participation in curbside recycling.

- Just under half of Toronto area residents have a great deal of confidence in their own municipality's ability to properly recycle household waste; four in ten said they had only some confidence.

4.5 Solid Waste Disposal

- Survey data indicate that the Toronto area public accepts in principle the need for solid waste disposal facilities, even with increased diversion from disposal.

- Apart from health and environmental concerns, the public resists local waste facilities because of the perception that they are being burdened unfairly with someone else's waste. The fairness or equity aspect of siting decisions lies at the heart of most local opposition to siting of waste facilities. This is often fueled by the belief that the decision process itself is not a fair one.

- In 1988, Toronto area residents were divided on the question of whether landfills are effective in protecting the environment from the potential hazards of solid waste. A plurality believed incineration to be a safer method of municipal waste disposal. In 1989, this proportion increased by 10 points, while a much smaller proportion favouring landfills as the safer option remained stable.

- However, it is also likely that a substantial proportion of Greater Toronto Area residents share the concerns expressed by Halton residents regarding the potential air pollution impacts that would result from waste incineration facilities.

5.0 CONCLUSIONS

This report summarizes generically the input received during the public consultation program designed to gather feedback on SWISC's Principles. It also summarizes other related solid waste management issues that were raised during this process. In addition, it provides an assessment of current public opinion on solid waste management issues.

APPENDIX A

HALTON REGION OPEN HOUSE AND WORKSHOP #1

GLEN ABBEY GOLF CLUB
OAKVILLE, ONTARIO
OCTOBER 23, 1989

Roundtable Discussions on Core Principles

Comments/Questions Relating to Principle 1

- what are "other environmentally acceptable methods" of waste management?
- the principle is not clear
- principle targets are far too low
- principle does not specifically state types of wastes (ie: residential vs. industrial) - too general
- each region must meet same recycling and reduction targets before moving ahead with SWISC; an average target is not good enough
- question for Ontario Government - how did you formulate these targets and what is the overall objective of targets?

Comments/Questions Relating to Principle 2

- concern over term "proven technology"; does it mean taking the short-track route or including the Environmental Assessment Act?
- any technology must be proven otherwise it is difficult to approve
- "proven" does not exist because there is always something wrong with every system
- concern over ability to process solid wastes and still meet targets
- Ontario government has still not ruled out incineration; lack of provincial leadership and process seems to imply that whatever can be approved under Environmental Assessment Act is satisfactory
- term "processing solid wastes" should specifically state "disposal and diversion" as part of principle
- any criteria for choosing a system should apply both to entire system and individual components of the system
- use "minimize" rather than the word "eliminate"

Comments/Questions Relating to Principle 3

- with reference to "framework," GTA should adopt Halton's waste management system immediately
- "framework" - what does it mean?
- "framework" too general - does it include R&D proposals?
- specify R&D, purpose of R&D and if money will be devoted to R&D
- R&D should be overseen by province
- disposal and EAA should also be stated as part of framework
- why not use similar phrase as Principle II? - "processing solid wastes"
- funding issue should be addressed in principle
- problem with "framework" is that it gets us nowhere; presently something may be acceptable in the private sector but not in the public sector (i.e. limestone quarry); guidelines and conditions must be established now
- great deal of research ongoing; no point in using consulting R&D but tap into existing R&D and don't duplicate R&D expenditures
- expand minimal public sector research; public is being held ransom to private sector and consulting firms
- suggested rewording: "to construct and fund an innovative framework to monitor and exploit new research and development"

Comments/Questions Relating to Principle 4

- regions outside GTA can be included in process
- some areas may see GTA as positive for them and may express interest in participating (i.e. Kapuskasing)
- is Halton a prime target for GTA sites?

Comments/Questions Relating to Principle 5

- last phrase falls short; need for more political will
- the operative words in the principle are "structure" and "collaboration"
- last part of sentence, "world class model" too unrealistic
- federal government should be more involved in process (i.e. new packaging laws)
- is the principle utopian?
- why is the principle there?
- does it refer to a fourth level of government? - reads as a reference to a new government structure for waste management
- rephrase principle #5 - last part not relevant - real concern is to solve a problem
- include collaboration and delete "world-class" phrase
- what does "waste management structure" mean? - eliminate this phrase
- remove reference to structure and world class city - use our own criteria not the world's criteria

Questions/Comments Relating to Principle 6

- should look at finding a solution from a system perspective
- cost-effective also means taking account of other considerations - consider financial costs as well as environmental costs
- use "true" costs rather than "real" costs
- cost-effectiveness should not exceed environmental concerns

Suggestions for New Principles

- principle with more specific technical data and targets - minimum technical data and targets relating to land, air and water quality should be specifically stated in a principle
- there should be a principle which outlines what control regions will have over the selected system - regions should have power to approve or make changes to a waste management program
- principle stating that the public sector maintain control over waste management with participation from the private sector
- there should be a principle which states that all principles have equal priority - any plan or system must meet requirements of all principles
- principle that Metro should bear a large burden of its own disposal - handle the majority of its own waste

General Comments/Questions Raised

- how does Halton's timetable for diversion targets relate to SWISC program?
- how do we integrate regional targets with GTA? - Halton is ahead of other regions in waste management
- why should our region participate in SWISC when we have already spent millions on our own waste management plan?
- is there a mandate to proceed as 5 regions and who set this mandate?
- Halton's good work being eroded by getting involved with GTA
- Metro has power to expropriate land from other regions for waste management
- Metro must meet identical targets as other regions
- Metro accepts garbage from outside regions
- are there any guarantees that SWISC will meet its deadlines?

HALTON REGION OPEN HOUSE AND WORKSHOP #2

ACTON MEADOWS GOLF CLUB
ACTON, ONTARIO
OCTOBER 24, 1989

Roundtable Discussions on Core Principles

Comments/Questions Relating to Principle 1

- 25% and 50% targets are not high enough
- the targets should be applied to each region individually, and should not be averaged for the entire GTA
- the 4 Rs should be specified in the principle
- there should be more emphasis on reduction in the principle
- what does "environmentally accepted methods" mean?
- the words "as determined by the EAA" should be added to the principle

Comments/Questions Relating to Principle 2

- what is meant by "system"?

Comments/Questions Relating to Principle 3

- the principle is not aggressive enough - it should be stronger
- should be a "war", not an "innovative framework"
- does the principle include reduction?
- will the research facility(s) be staffed?
- who will pay for the facility(s) and the necessary staff?
- will this include the coordination of worldwide research efforts?

Comments/Questions Relating to Principle 4

- there is no such thing as a "receptive community" with the possible exception of Kapuskasing
- even if you find a receptive community, you are still avoiding the real problem which is that we all create too much waste
- a community that does not want the garbage should not have to take it
- what does "receptive" mean?
- the only way to see if a community is receptive is to hold a referendum

- the words "if possible" sound too negative
- "maximize industrial development opportunities" sounds like bribery
- what if a community says it will take the garbage and then backs out?
- maybe a facility should be forced on a community
- the words "under local control" should be added to the principle
- any potential "industrial development" should also be acceptable to the community

Comments/Questions Relating to Principle 5

- the words "world class facility" should be dropped
- the idea that waste is a "resource" should be worked into the principle
- cooperative legislation will be required to meet this principle
- does this say that more government means better government?
- why is it beneficial to involve all levels of government?

Comments/Questions Relating to Principle 6

- it is unclear as to what this principle means
- how do you define "cost effective solution"?
- the principle could be interpreted to mean that you want to find a "cheap" solution
- the principle sounds too negative
- change the words "reducing environmental degradation" to "promoting environmental protection"

Suggestions for New Principles

- a principle stressing reduction should be added - reduction should be the number one priority

General Comments/Questions Raised

- concern about short notice given for this meeting
- concern about the meeting location - Acton Meadows is located just outside of Halton Region in Wellington County
- will there be another meeting in Halton?
- concern about the low number of citizens attending the meeting
- concern that the roundtable format is intimidating and that the objections and concerns raised by the participants will be used against them
- concern about the lack of public information regarding the SWISC initiative
- we need strong federal leadership to develop strict laws on packaging
- what is Halton's recycling rate?
- how much waste will be diverted due to composting in Halton?

- how much is Metro Toronto composting?
- recycling should be mandatory
- does Metro have to provide a contingency site to participate in the SWISC process?
- is it fair that Metro does not have enough space for a site?
- in the interest of fairness, Metro must put forward a contingency site
- Metro's contingency site must be within its own borders
- what does Halton have to gain by participating in SWISC?
- we must put the emphasis on diversion, not disposal
- those who create the garbage should be responsible for it
- concern about political accountability and that the regional chairmen are not elected by the general public
- when is the deadline for identifying contingency sites?
- what are the deadlines for receiving RFPs and having a system in place?
- concern that the process will be fast-tracked at the expense of the environment
- concern about the potential use of quarries as dump sites
- what will be the status of contingency sites after 1996?
- is it possible that contingency sites will be part of the long-term system?
- concern that the private sector will reap huge profits as a result of the SWISC process
- residents of Halton need to be aware that even if Halton pulls out of the SWISC process, a private proponent still may try to locate a facility in the region
- is the Acton Quarry on the list of potential contingency sites for Halton?
- concern that the public is confused and ill informed about what SWISC is doing and is therefore suspicious
- concern that the waste "crisis" is being "orchestrated"
- will collect calls be accepted on the public information hotline?

DURHAM REGION OPEN HOUSE AND WORKSHOP #1

KINSMEN COMMUNITY CENTRE
OSHAWA, ONTARIO
OCTOBER 25, 1989

Roundtable Discussions on Core Principles

Comments/Questions Relating to Principle 1

- targets for 3 Rs are too low, should be 85% for 2000
- quantity diverted is important, but so is quality of material collected
- are you looking at incineration?
- are the targets Ontario-wide, GTA-wide or regional?
- targets should be for each region, not Greater Toronto Area
- legislation needed (on packaging) to meet targets
- hierarchy of 3 Rs is important; reduction is most important

Comments/Questions Relating to Principle 2

- how are you defining "proven technologies"?
- important that technologies proven elsewhere in the world be included in definition of "proven technologies"
- what guidelines will "proven technology" have to meet?

Comments/Questions Relating to Principle 3

- does "innovative framework" include action too?
- Have you talked about legislation to mandate the use of recycled materials?
- an "innovative framework" for 3 Rs should include action too, not just research

Comments/Questions Relating to Principle 4

- definition of "community" is unclear - should be the local community
- definition of "community" is unclear - should be GTA
- disagree with the idea of looking for a "willing host"
- good principle
- good principle but unfeasible - SWISC shouldn't waste time trying to find a willing host
- not the most important criterion
- export of waste out of GTA should not be allowed - we have to host our own problems

- want a Durham-only site which would be responsible to Durham residents
- "receptive community" must be defined as willingness of the people themselves, not just political leaders; could be demonstrated by referendum

Comments/Questions Relating to Principle 5

- the public (i.e. individuals) should be added to principle 5; should not rely on public officials
- private sector should be ruled out because it is corrupt
- private sector should be ruled right out - whole system must be public
- landfill and facility operations should be publicly-owned; collection can be in private sector
- need to look at all the options for ownership - private should not be ruled out
- must be controlled by public sector who are in touch with those who are impacted
- there should be no monopoly

Comments/Questions Relating to Principle 6

- how is SWISC defining "real cost" and "cost effective"?
- how far are costs being projected into the future?
- should cost effective be less important than cost to the environment?

Suggestions for New Principles

- SWISC should endorse/undertake a massive education campaign as part of its system

General Comments/Questions Raised

- SWISC minutes should be public
- how is SWISC involved in the short term?
- how will SWISC judge if contingency sites are acceptable?
- what happens if all contingency sites get torn down?
- Any reason why no representative on SWISC from the Minintry of Agriculture and Food?
- who does Posen report to? who does Gardiner Church report to?
- because contingency sites only going through EPA, is it possible that you may be solving short-term problem and creating long-term one?
- do you know that the hydrogeology is bad on P1 site?
- what if all regions opt out of SWISC?
- why no concern about receptive hosts for short-term?
- what is to stop contingency site (P1) being used for long-term, too?
- effective policing/monitoring/enforcement is a concern - how can policing be effective in future if there are not enough enforcers now?

- regarding meeting itself: too little notice, hard-to-find building, remote areas used, format seems intended to minimize participation
- you (SWISC) have no credibility; this is a PR exercise

DURHAM REGION OPEN HOUSE AND WORKSHOP #2

KINSMEN HALL
PORT PERRY, ONTARIO
OCTOBER 26, 1989

Roundtable Discussions on Core Principles

Comments/Questions Relating to Principle 1

- the diversion targets are too low and should be higher
- we should be striving for 75% before the year 2000
- do the targets include hazardous wastes?

Comments/Questions Relating to Principle 2

- there is no reference to the cost of the system in the principle

Comments/Questions Relating to Principle 3

- first and foremost, the emphasis must be on reduction, then re-use and recycling

Comments/Questions Relating to Principle 4

- the word "receptive" must be defined - does this mean the politicians or the residents of a community?
- there must be a general referendum held to determine a community's receptiveness to a facility
- political boundaries do not define the borders of a community
- we hear about "maximizing industrial opportunities" all the time but at what cost - it is not worth destroying the quality of life in a community
- different communities may have very different views about whether the "development opportunities" are worth the sacrifice, but it must be the people who decide
- you have to look at all angles of siting any waste management facility, including the quality of life of those living near it

Comments/Questions Relating to Principle 5

- how do you obtain cooperation among the various levels of government?

Comments/Questions Relating to Principle 6

- the environment is the most important consideration when looking at costs, followed by social costs - financial costs are the least important by far
- we must be prepared to pay whatever it takes to protect the environment
- the majority of costs should be borne by the waste generators
- industries which do not reduce and recycle must pay their share of the costs of the system

Suggestions for New Principles

- everyone must be responsible for the wastes they create
- reduction must the number one priority and we must start reducing the amount of waste we produce immediately

General Comments/Questions Raised

- is Durham going to submit an EOI?
- if Durham does not submit an EOI, will the region still be able to look after some of the waste management requirements?
- are the works departments of the five regions functioning as part of SWISC?
- the works departments should be putting in EOIs
- concern that SWISC is looking toward the private sector for the solution to its problems
- how many contingency sites will each region have to nominate?
- has Durham put forward a contingency site yet?
- when must the contingency sites be approved by?
- will there be more of these meetings?
- how did you advertise these meetings?
- concern about the contingency sites not being subject to the EAA
- specific concern about the P1 site and the possibility of it being Durham's contingency site
- the public is confused about the roles of groups like SWEAP and SWISC
- who does Victor Rocine work for and what is his role?
- what role does LURA Group play?
- is the term GTA a purely geographical term or does it have political significance?
- what is the mandate of the GTA organization?
- the GTA concept is good for people living in Metro but people living outside the city have major concerns about it
- shouldn't SWISC be dealing with hazardous waste also?
- concern the hazardous wastes are present in landfill sites and that better enforcement of regulations is needed
- there must be more incentives for industry to reduce the wastes they generate and to use recycled materials
- general overall concern about pollution, environmental degradation, and water quality
- concern about overpackaging and the lack of strong legislation to deal with the problem

- concern about loss of prime farmland to other land uses, including landfill sites
- we need to start reducing the amount of waste produced immediately to save valuable space in existing landfills

METRO TORONTO OPEN HOUSE AND WORKSHOP #1

RAMADA HOTEL
NORTH YORK, ONTARIO
OCTOBER 30, 1989

Roundtable Discussions on Core Principles

Comments/Questions Relating to Principle 1

- what good will the 25% target do if we are out of landfill space by 1992?
- the percentages are too low
- we need to be more aggressive with the targets - after 1992, you are giving yourselves another eight years to achieve another 25% - maybe there should be some interim targets between 1992 and 2000
- what goes into the calculation of the 25% and 50% figures?
- do the percentages involve legislation?
- will there be policing to ensure compliance with the percentages?
- the principle is difficult to understand as it is written
- what are you diverting the solid wastes from?
- the principle could say "to aim at fulfilling provincial targets to reduce the amount of waste currently being landfilled or incinerated"
- concern about identifying landfill as the first alternative for disposal of residual waste
- maybe landfill should not even be considered as an alternative at this point
- suggested wording for the principle - "to aim at fulfilling provincial targets to divert solid wastes from disposal by at least 25% by 1992 and 50% by 2000 using environmentally accepted methods"

Comments/Questions Relating to Principle 2

- how do you define "proven" technologies?
- maybe "proven" could be replace with "sensible" or "new"
- if you only look at proven technologies, it may be too limiting
- maybe "proven" should be deleted from the principle
- what might be "proven" in one part of the world may not be proven somewhere else, nor may it mean that is acceptable somewhere else
- suggested wording for the principle - "to develop a system based on state-of-the-art technology for processing..."
- how do you define "objectionable characteristics" and what standards will be used?
- the term "objectionable characteristics" is too subjective - it should be more precisely stated or deleted
- does this principle refer to just the residual wastes?

Comments/Questions Relating to Principle 3

- as they are written, it appears there is a conflict between principles 2 and 3 - one says "proven" and the other says "innovative framework for new research" - the wording needs to be clearer
- suggested wording for the beginning of principle 3 - "In addition to Principle 2,..."
- research should not be restricted to just the 4 Rs, but should focus on solid waste facilities (eg. landfills) as well
- suggested additional wording at the end of the principle - "...and the treatment of residual waste"

Comments/Questions Relating to Principle 4

- the implication here is that someone other than us will end up hosting the facilities
- the word "communities" gives the impression that a small town is the desired location for waste facilities
- maybe the words "if possible, in receptive communities" should be deleted
- the word "area" should replace "community"
- suggested wording for the principle - "To maximize industrial development opportunities in the host area"
- there are two additional ideas which should be covered by this principle: 1) those that create the waste must be responsible for it; and 2) if another community wants the garbage, they can bid for it and take it
- you will have a very hard time finding "receptive" communities
- some communities will be receptive to certain technologies but not others
- garbage should be marketed as a "resource" like a product is marketed
- if there is a community that is willing to host a "non state-of-the-art facility" (i.e. an "unproven" or new technology), would this be considered as part of the overall system?
- what would happen if a community wants to stockpile something (such as plastics) with the view that an appropriate technology will be developed at a later date?
- suggested wording for the principle - "To maximize industrial development opportunities of solid waste management for participating communities"

Comments/Questions Relating to Principle 5

- what does "world class model" mean?
- "world class model" should be deleted
- maybe just the words "world class" should be deleted
- maybe it is a good idea to leave the phrase in the principle - there is no harm in the GTA striving to be the best and serving as a leader for the rest of the world
- "world class" is problematic to use here because waste streams are different around the world as are standards for waste management
- what does "collaborative" mean?

- you must look at laws, statutes and legislation at all levels of government and in different parts of the country because there is a real lack of consistency in the rules in different areas
- the word "allow" should be replaced with something more proactive like "promotes"
- the word "cooperative" should replace the word "collaborative"

Comments/Suggestions Relating to Principle 6

- what is a "conventional waste management system"?
- the word "conventional" could be changed to "existing" or "current"
- what does "degradation" mean?
- the words "reducing environmental degradation" should be changed to a more positive phrase like "promoting environmental protection"

Suggestions for New Principles

- the public and industry must be educated about the 4 Rs - education is the key
- everyone must be responsible for the garbage they create

General Comments/Questions Raised

- will each participating region be submitting an EOI, either individually or jointly?
- concern about waste management being controlled by the private sector
- why waste money on participating in the SWISC process and requesting EOIs when Metro can do it better themselves or in conjunction with the other four regions?
- how much overlap is there between federal, provincial and municipal activity in the area of waste management?
- how much communication is there between the levels of government on waste issues?
- concern about duplication of effort among the various levels of government
- there must be much more emphasis on the 3 Rs
- the general public is now very concerned about the environment and it's time for politicians to take decisive action
- strong legislation on packaging is needed immediately
- a major educational push is needed to inform people about the 3 Rs
- education of manufacturers on 3 Rs is also a priority

METRO TORONTO OPEN HOUSE AND WORKSHOP #2

NORTH TORONTO MEMORIAL ARENA
TORONTO, ONTARIO
NOVEMBER 1, 1989

Roundtable Discussions on Core Principles

Comments/Questions Relating to Principle 1

- the 25% target is realistic and achievable by 1992
- the 50% target by 2000 may be underestimated - we can do better if the political will is there
- there will always be residual waste, likely about 25-30% of the waste stream
- overall, the targets are too low - we have to do better
- how do you define "solid waste"? are sewage sludges included?
- it is unclear what the targets include and do not include
- we should aim for 50% by 1992 and 75% by 2000 - this has been done in other jurisdictions and we must try to do it here
- if we make the targets higher, we may fall short but may still achieve better than 25% and 50% - the point is, we have to try - the targets should present us with a challenge
- waste has to be looked at as a resource
- the wording of this principle is far to ambiguous - it needs to be much clearer
- do the targets account for future increases in waste production?
- what does "environmentally accepted methods" mean?
- we need to keep in mind the commercial and industrial waste streams when considering whether the targets are realistic
- the timeframe needs to be compressed - we must make it happen sooner
- if you want to raise the targets, you have to consider the ability of the markets to process the materials
- maybe the principle should outline consequences if the targets are not met
- the words "to aim at fulfilling" are too weak
- suggested wording for principle one - "To fulfill provincial targets for diversion of solid wastes from disposal (25% by 1992 and 50% by 2000) and to attempt to reach percentages beyond these targets"
- there should be an interim target for 1996
- the word "aim" should be deleted from the principle and consequences spelled out if the targets are not achieved

Comments/Questions Relating to Principle 2

- how do you define "objectionable characteristics"?

- the principle should provide for the inclusion of the findings of previous EAA approvals hearings
- what is "proven technology"?
- if you say that you will only consider "proven" technology, you imply that you are not willing to take a risk on "unproven" technology - surely some percentage of the waste could be dealt with by new and innovative technology - you are cutting off small technology proponents here
- concern that this principle (and the other principles) are written so ambiguously that it is very hard to disagree with them - they are almost like motherhood statements
- principles 2 and 3 should be linked somehow
- the concept of strategic planning needs to be introduced into the principle - the system must be dynamic and flexible as time goes by - we must be able to plan for years down the road
- suggested wording for the principle - "To develop a series of systems..."
- the word "some" should be deleted - otherwise you can pick and choose which "traditional waste management systems" you want to consider

Comments/Questions Relating to Principle 3

- the word "recovery" should be preceded by "materials" or it should be dropped altogether
- does this include energy recovery or not?

Comments/Questions Relating to Principle 4

- the words "if possible" should be deleted - a community which does not want the waste should not have to take it
- how do you define "receptive"?
- how do you define "facilities"? does this include all waste management facilities?
- facilities must be located where the waste is created - we are all responsible for our own waste - exporting the waste is not an option
- it may not be possible to remove the words "if possible" from the principle because it would likely never be met
- how do you define "community"?
- we must remember that many people who work in Metro live in outlying regions - these people must be held responsible for the waste they create when they are at work
- this may be an unrealistic goal

Comments/Questions Relating to Principle 5

- it sounds like a wonderful goal but is it realistic?
- experience in the United States has shown that when the private sector is involved in waste management, there are big problems
- it is difficult to imagine the five regions working together let alone the different levels of government

- we need a government-run system because if everything is left to the private sector, profit becomes the bottom line and corners may be cut
- concern about ENVACC and the potential for patronage - the tendering process must be open and accountable
- there must be monitoring by an upper tier government authority, not just the MOE - this authority must monitor all aspects of the system, including privately-run aspects
- there must be a provision for continuing public participation in the SWISC process by interest groups and individuals, including in monitoring facilities - the public must have access to make sure these facilities are being run properly
- concern about loss of public jobs to the private sector
- change the words "will allow" to "will ensure"
- "world class model" is ambiguous
- is there such a thing as an "environmentally sound waste management system"?
- can the private and public sectors work together effectively?

Comments/Questions Relating to Principle 6

- it sounds good
- what does "real cost" mean?
- "cost effective" sounds good from the private sector perspective
- the way it is written, it sounds as though costs are superior to the 3 Rs
- cost should not be a factor in the equation
- cost must be in somehow - costs drive the system
- the environment must come first - how do you measure costs to the environment?
- "real" costs should include all costs, including future costs
- do "real" costs include the potential loss of jobs?

Suggestions for New Principles

- there should be a principle which stresses the importance of educating everyone about waste management
- there should be a principle which addresses monitoring

General Comments/Questions Raised

- what is the relationship between SWEAP and the SWISC initiative? how do the two processes fit together?
- Metro said that it would achieve 25% recycling fifteen years ago and it is only recycling about 2% today
- we need much more emphasis on the 3 Rs and we need to start a whole-hearted effort immediately
- the public has shown that it will practise recycling and reduction, given the opportunity
- once you find a big hole in the ground, will this mean the end of recycling?

- why are you looking outside Metro's borders for a landfill site?
- general concern about potential environmental impacts if the P1 site in Durham is used as a contingency site
- is the drilling which is occurring at the Whitevale site being done to prove it is a good site?
- concern that contingency sites are not subject to the provisions of the EAA
- is Metro going to submit an EOI either on its own or in conjunction with the other four regions?
- concern that waste should be managed in the public domain
- concern that if Metro submits an EOI, that it should be subject to the same deadlines as other potential respondents
- concern that private proponents are not being treated fairly (i.e. should be treated the same as public sector proponents)
- the word "contingency" is political doublespeak because there is no chance that the interim site will not be used - you should just call them "interim" sites
- how do the principles relate to the EOI?

YORK REGION OPEN HOUSE AND WORKSHOP #1

KING CITY COMMUNITY CENTRE
KING CITY, ONTARIO
NOVEMBER 2, 1989

Roundtable Discussion on Core Principles

Comments/Questions Relating to Principle 1

- disposal methods need to be clarified - it is not clear whether incineration is acceptable
- reduction is the easy part but it is more difficult dealing with the residuals

Comments/Questions Relating to Principle 2

- will SWISC be the main proponent for the system during the EAA process?

Comments/Questions Relating to Principle 3

- does funding for the framework come from province?

Comments/Questions Relating to Principle 4

- what about offering incentives (like tax breaks) for being a host community?
- should offer incentives to communities within the Greater Toronto Area

Comments/Questions Relating to Principle 5

- are you looking for funding from the private sector?

Comments/Questions Relating to Principle 6

- no comments raised

Suggestions for New Principles

- no suggestions

General Comments/Questions Raised

- I am interested in the energy from waste solution
- why can't we use our own resources to solve the problem?
- why must we turn to the private sector for solutions?
- the Ontario Ministry of the Environment must provide more leadership
- the regions should have option to opt out of the bidding process
- your asking too much from one proponent
- is this problem site specific?
- what percentage of reduction do you get from Blue Boxes?

YORK REGION OPEN HOUSE AND WORKSHOP #2

NEWMARKET COMMUNITY CENTRE
NEWMARKET, ONTARIO
NOVEMBER 6, 1989

Roundtable Discussions on Principles

Comments/Questions Relating to Principle 1

- the wording is convoluted
- it needs to say that we will reduce waste by a significant percentage
- how is "residual waste" defined?
- the targets should be higher, maybe 85% by 2000
- the principle could say "To aim at fulfilling or bettering..."

Comments/Questions Relating to Principle 2

- what is meant by "with some traditional waste management systems"?
- what is "proven technology"?
- we shouldn't close the door to new technologies
- new technology can be very expensive to develop - how do you "prove" it will work?

Comments/Questions Relating to Principle 3

- there seems to be a conflict between principle 2 and 3 - wording must be clearer
- research and development must focus on establishing new markets for recyclables
- principles 2 and 3 can complement one another

Comments/Questions Relating to Principle 4

- we should deal with waste in our own backyard - if we have land for housing, we have land for a landfill site
- how do you define "maximize industrial development"?
- seems like a shame to spend a lot of money transporting waste away from the GTA
- the "receptive community" should be in the GTA - never considered it would be anywhere else
- any facility must result in job creation
- a plebescite could be used to determine if a community is receptive or not
- a plebescite may result in the most technically sound site being ruled out

- suggested additional wording: "To locate environmentally acceptable facilities..."

Comments/Questions Relating to Principle 5

- what does "world class model" mean?
- the structure should provide for the recruitment of the best people and organizations to implement the structure
- there should be a mix of public and private sector involvement

Comments/Questions Relating to Principle 6

- "real costs" need to be clearly defined
- do "real costs" include financial, social and environmental factors?
- how do you weigh the various costs?
- the wording should be as straightforward as possible to make it understandable

Suggestions for New Principles

- none forwarded

General Comments/Issues Raised

- how is the SWISC initiative related to SWEAP?
- what happens in 1992 if nothing is in place and we're out of landfill space?
- we need to develop a new attitude towards recycling - we're not aggressive enough
- we don't even have blue boxes yet
- local politicians and residents aren't excited by recycling
- concern about lack of notice for this meeting - didn't see it advertised in the local papers
- do you have data on the waste streams in York versus those in Metro?
- concern about the creation of more levels of government as a result of SWISC
- hope that the Regions proceed with SWISC but will you be able to find markets for materials you will collect?

PEEL REGION OPEN HOUSE AND WORKSHOP #1

INNIS LAKE HALL
CALEDON EAST, ONTARIO
NOVEMBER 7, 1989

Roundtable Discussions on Core Principles

Comments/Questions Relating to Principle 1

- nothing wrong with the targets
- high financial costs of meeting targets (i.e. through incineration); cost may be prohibitive to reduce and recycle when subsidies are gone
- need to compare financial costs of recycling vs. landfill and incineration
- ruling out incineration is not a viable option
- principle is unclear especially "diversion of solid wastes from disposal"
- where does private sector recyclable packaging fit into principle?
- prefer a higher target like 75 percent
- 25 percent and 50 percent targets are misleading
- 25 percent of more than what is being done is probably unattainable by year 2,000
- add 4 R's to principle 1

Comments/Questions Relating to Principle 2

- what does the principle mean?
- what are other "pertinent statutes"?
- there is no 100 percent solution but the public has high expectations
- no such thing as zero impact
- do the 3 Rs fit into this principle?
- incineration has better criteria for understanding effects on environment; can't tell what's going into landfill
- you never see effects of leaching in landfill
- "proven" - nothing is for sure

Comments/Questions Relating to Principle 3

- who will construct this visionary framework?
- real issues go beyond principle 3; priority is to go beyond this statement
- no one will object to this statement; why put it in?
- stronger words needed; demand garbage producers to come up with new initiatives to reduce and recycle

Comments/Questions Relating to Principle 4

- shouldn't it be mandatory that the community is receptive?
- this principle leaves room for forcing a site on an unreceptive community
- how do you ever find a receptive community? it's impossible
- define "community" on a municipal level
- you must determine the zone of influence of the system; how far reaching are its effects in terms of communities?
- will communities receive economic benefits and will each one be committed to take all types of garbage?

Comments/Questions Relating to Principle 5

- a great theory that will never work
- problem - adding another level of government that will never work properly
- "world class" great as a theory
- the wording is ambiguous so as not to offend anyone
- unrealistic and unattainable

Comments/Questions Relating to Principle 6

- cost-effective to whom?
- Peel has been trying hard to be cost-effective
- what is cost-effective to Metro? they have not been very cost-effective
- how are we going to ensure that one region won't be paying more than other regions for a system?
- suggested rewording: "to find a cost-effective profitable solution"; more realistic, otherwise, nobody is going to get involved

Suggestions for New Principles

- none forwarded

General Comments/Issues Raised

- what statutes are being used for SWISC?
- who pays for EAA process?
- how many Expressions of Interest have been submitted at this time?
- has SWISC taken a position on public vs. private proposals?
- will REOI submissions and names of submitters be made public?

- mandate of SWISC should be to concentrate on systems and sites
- 3 R's will be taken care of by communities
- public education should be a priority
- what does SWISC mean to the public?
- necessary to have an information package on details of proposed system - prefer action statements rather than mission statements; principles 1, 2, 4, 6 are OK but get rid of principles 3 and 5

Comments/Questions Relating to Principle 4

- shouldn't it be mandatory that the community is receptive?
- this principle leaves room for forcing a site on an unreceptive community
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Suggestions for New Principles

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General Comments/Issues Raised

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PEEL REGION OPEN HOUSE AND WORKSHOP #2

BOADEN CATERING - WINDSOR ROOM
MISSISSAUGA, ONTARIO
NOVEMBER 8, 1989

Roundtable Discussion on Core Principles

Comments/Questions Relating to Principle 1

- targets should be higher
- reduction most important of 4 R's
- what does "diversion of solid wastes from disposal" refer to?
- many people are moving away from incineration
- energy from waste contrary to recycling; problems with emissions and fly ash, and studies indicate that incineration can effect health
- energy from waste is not a viable option
- change "and other" to "or other"
- people do not know enough about energy from waste; people's knowledge changing quickly on environment, therefore, the public may not accept incinerators five years from now

Comments/Questions Relating to Principle 2

- what does "processing" refer to?
- what proven technologies exist that have no faults?
- strike "proven" phrase; just say has to be environmentally sound
- what does "processing of solid wastes" mean?
- what are "objectionable characteristics" and to whom? this doesn't make sense
- objectionable characteristics refers to gulls, trucks and smell

Comments/Questions Relating to Principle 3

- define "recovery"; do you mean composting and EFW?
- infers that money is coming in from a certain source
- perception that public may be paying a high cost for framework
- suggested addition: "with particular emphasis on technology that will save material resources"

Comments/Questions Relating to Principle 4

- what is implied by "maximize industrial development opportunities"
- are you not pushing environmental problems on another community?
- have you received negative comments about using "receptive communities"
- the Ontario Waste Management Corporation went through a similar process of finding a receptive community and it failed
- will you look at social impact costs of system components? (i.e. trucking and transportation of waste)

Comments/Questions Relating to Principle 5

- this principle is nonsense; utopian and unrealistic to get all levels of government to work together
- what do you mean by public sector?

Comments/Questions Relating to Principle 6

- what do you mean by "real costs"
- be specific and say environmental costs; define costs
- include all costs not just major ones (i.e. costs for roads, smell etc...)

Suggestions for New Principles

- none forwarded

General Comments/Issues Raised

- why were meetings not held in a central location? (i.e. council chambers); perception that your're hiding from public
- should have dialogue with interest groups first before issuing surveys
- where is the political leadership on this issue?
- what kind of timetable is forecast for start of new system?
- are all regions committed to the GTA and if not, why not?
- what can SWISC do to inform public and convince them about a solution?
- what is being done about garbage production; it must be stopped at source
- is incineration being considered as a system alternative by SWISC?
- what options are open for SWISC?
- are all options open for systems and sites?
- when does Halton's contract for incineration expire?

- can Peel recycle 50 percent, compost 30 percent and send balance of 20 percent to GTA?
- tapes should be used to record comments; statements may be missed
- perception out there that garbage problem does not exist; issue being removed from the public rather than being brought to their attention
- greater public awareness is required;
- create a system that integrates public, not one that removes them; introduce local participation and responsibility
- is GTA perceived to be a "garbage fairy"? like magic just makes it disappear
- any reduction or recycling may be thwarted by tonnage commitments to private enterprise
- have to look into transfer of garbage process; how is it going to be handled?
- Does SWISC have legislative power? (i.e. to expropriate land for waste management)
- will intervenor funding be established?
- look into 3M incineration in this region; they are having problems
- would like to see SWISC get involved in reduction through public education
- public education with large emphasis on industrial/commercial waste
- are there any recycling experts on the SWISC Technical Committee? - if not, there should be one on the committee

ATTENDANCE AT SWISC OPEN/HOUSE WORKSHOPS

Region	Open House	Workshop
Halton #1	20	14
Halton #2	9	8
Durham #1	12	9
Durham #2	1	5
Toronto #1	16	12
Toronto #2	18	19
York #1	5	5
York #2	3	9
Peel #1	3	14
Peel #2	5	11

APPENDIX B

DIALOGUE

OCTOBER 1988 NUMBER 1

More Information

Yes, I am interested in the GTA Waste Management Plan

☐ I am sending you my comments on the Core Principles.

☐ Please keep me informed at every stage of the process.

☐ Please send me _____ additional copies of this newsletter.

NAME

ADDRESS

POSTAL CODE PHONE

AFFILIATION (IF ANY)

Mail to
Solid Waste Interim Steering Committee,
Public Information Office
720 Bathurst Street, Suite 403,
Toronto, Ontario
M5S 2R4

This Newsletter

This newsletter is part of the public consultation and information program being carried out by the GTA Solid Waste Interim Steering Committee.

SWISC Solid Waste Interim Steering C...

66% of original size

DIALOGUE
OCTOBER 1999 . NUMBER 1

Your feedback

We would like your feedback on the Core Principles developed by SWISC (see "How to choose a waste management system" on page 4). Do you agree with them? Are there any you would like to change or add?

See reverse side to request additional information and for mailing address

RESPONSES FROM COUPONS: NEWSLETTER 1

Comments Related to Core Principles

Principle 1

* diversion standards are not high enough (10)[1]
* speed up the diversion timetable. Make the 50% target due by 1998, and the 25% target due by 1993. The current 25% target is unrealistic (22).
* 50% reduction target is not enough (28).
* does 'waste diversion' mean diverted from landfill, or does it also include diversion from incinerators too, or does it mean diversion to incinerators? (37).
* the diversion targets should be higher (39).
* not ambitious enough. The major effort should be on waste reduction, not recycling. A user fee for garbage disposal should be instituted based on volume and weight (57).
* a more realistic year 2000 diversion goal would be 33.3% (61).
* a good realistic goal (105).
* we need to "succeed", not just "aim" (108).
* what is the basis for this principle? (109).
* this won't help to assess any proposals (113).
* short term goal is adequate. The long term goal is too low and too distant (118).

Principle 2

* private proposals should require as rigorous a treatment of alternatives and environmental/social issues as municipal government has been forced to follow under the EA Act. The RIS proposal for Limehouse Quarry is no where near the depth of study Halton Region went through for landfill alternatives (4).
* a somewhat 'fuzzy' mission statement. Needs substance (22).
* should be modified to include "... while based on proven technology, full allowance is made for advances in technology". It follows from this modification that we do not place excessive emphasis on the use of existing facilities. We should not forgo the most efficient long-term system because of short-term economics (55).
* are incinerators considered by SWISC to be "proven technology"? (55).
* this should move ahead quickly. They are far ahead of us in Europe (70).
* this is gobbledegook. What is meant by "eliminating objectionable characteristics"? (105).
* redundant. Keep it simple (109).
* put a period after the word "wastes". The rest is gobbledegook (113).

Principle 3

* 4 R's promotion is a good idea, but the newsletter didn't encourage readers to recycle it. Nor was there any indication that it had been produced on recycled paper (5).
* this principle is critical to resolution of future problems, even if it costs more in the short run (19).
* when? how? (22).
* the R & D already done in Seattle and Minneapolis appears to have been ignored. It would do more for your credibility is you simply gave 100% support to existing efforts to support the 4 R's in Ontario (25).
* this one is indecipherable. What is research if it is not "innovative" and "new"? What kind of research is referred to here? Is the problem basically a technical one, an administrative one, one of public policy, or what? What does it mean to "construct an innovative framework"? (31).
* emphasis should be placed on this principle. This would include strong encouragement for industries to reduce (if not eliminate) products which cannot be either re-used, recycled, or recovered (35).
* would like to emphasize the need for innovative research in the area of solid waste reduction (37).
* have all the waste management companies been brought in to help? Are they given fair tax breaks on their R & D efforts? Who coordinates? (69).

---

[1] The bracketed numbers relate to specific coupon responses. One hundred and nineteen (119) coupons had been received by November 17, 1989.

* this should move more quickly. We should be doing more than "developing a framework" (70).
* provide incentives for industries willing to accept recyclable materials (e.g. municipal tax assessment reduction) (72).
* what is an "innovative framework"? It would be better to "establish a fund" or "encourage innovation in the area of solid waste management" (105).
* what does this mean? How does one "construct an innovative framework? (109).
* delete the word "innovative" (113).
* too much time has already been wasted in studies (115).

Principle 4
* seems to be an easy route out for communities which do not want to deal locally with their own wastes (6).
* not realistic. Is there such a thing as a 'receptive' community? Instead, raise the property taxes of homes and businesses that do not recycle (8).
* should be changed to read: "to locate facilities if possible in receptive communities within the GTA and maximize ...". Export of waste beyond the GTA should not be permitted (17).
* GTA's garbage should be dealt with by the GTA and not exported (18).
* are there any receptive communities? Need to do a lot of PR work here (22).
* supported. Are there any receptive communities? (25).
* what is the reasoning behind the statement "... maximize industrial development opportunities for those communities"? Does it relate to compensation or job creation? This needs to be made clear (37).
* leave the phrase "if possible" out. It implies weak effort (38).
* receptivity should not be seen to be the main siting criterion. Environmental concerns and proximity to markets for recovered materials should be the dominant criteria. While it is clear that host communities should receive economic benefits, we shouldn't be hauling garbage long distances just because a community wants jobs. 'out of sight, out of mind' attitudes could be induced in generating areas by removing the waste to a distant location, and thus decrease the incentive to reduce waste (42).
* you could learn from the way Alberta located its Special Waste site at Swanhills (68).
* not supported. Our geo-physical environment is too fragile. It would be like the "dirty old man" offering candy to the child. Locating is, of course, the biggest dilemma. There are communities that are desperate for industry. One must examine the validity of relocating business for such a quid pro quo (69).
* communities without landfill sites should pay to use another community's site (72).
* we should take care to make sure that the "maximization of industrial development opportunities" relates to environmentally sensitive industries (80).
* strongly believe that waste should be managed in the community in which it originates (82).
* without any economic qualifications this is window dressing. You can't support local development and ignore the costs (113).
* there is no need for large industry or centralization. Each community should deal with its own waste. Concern about the effects of truck pollution in the case of a centralized plant (115).

Principle 5
* we shouldn't be concerned about a "world class model". The words obscure the intent - which should be to design a continually technically up-to-date system, well suited to GTA's needs (18).
* we don't need another tier of government (25).
* if we have to call ourselves "world class", we're not (25).
* don't spend any time on the eternal Toronto pre-occupation of being "world class" (27).
* prefer 'state-of-the-art' to 'world class' (38).
* has the potential to become a massive bureaucracy that acheives little, and at great cost to the taxpayer. What we need is reasonably rapid decision-making based on agreed upon principles, with the minimum number of people to do the task properly (68).
* key to involve private sector (70).
* municipal governments could pass by-laws ordering citizens to develop individual, or jointly owned composting units. There is also a need for different levels of government to work better together (81).
* any "world class model" would obviously be based on "proven technology", and have an "innovative framework" (88).
* forget the "world class model". This is pure garbage (113).

Principle 6

* "cost effective solutions" should not exclude those options which may be less economically efficient in the short term, but which become more valuable in the long term (18).
* the environment should come first and cost second. Businesses and the public do not realize the true cost of waste disposal (32).
* citizens should be made to pay the 'real' cost of waste disposal (37).
* put a stop to manufacturers double packing and using non-recyclable materials (39).
* this principle will be hindered by the requirements of principle 5 (68).
* residential refuse collection twice weekly is excessive, causing unnecessary cost and environmental degradation. Environmental degradation could be further reduced by properly synchronizing traffic signals and eliminating unnecessary three-way and four-way stop intersections (72).
* cost effectiveness is not a desirable goal at this stage (82).
* redundant. Keep it simple (109).
* there cannot be a cost effective solution to waste management, therefore it cannot be a goal (118).

Suggested New Principles

* a regulation should be passed to the effect that goods shall not be contained in a package larger than is reasonably necessary to contain and protect them (2).
* there should be a principle dealing specifically with creating a program to encourage maximum public support and participation (6).
* minimize risk to human health and safety (11).
* minimize environmental impacts (11).
* encourage small scale private recycling efforts by individual groups and companies (insert between principles 1 and 2) (15).
* do everything possible to reduce packaging (15).
* submit all proposals to a full scale environmental assessment and review process (15).
* if the "principles" given in "Dialogue" are actually to be used in selecting a "waste management" system, then they are really not principles but criteria. I would suggest that there should be three such basic criteria, that they should be as quantitative as one can make them, and that there should be little or no overlap (and confusion) among them. These basic criteria and their priorities should be reasonably straightforward. They are as follows:
(i) waste reduction needs to be a prime effort;
(ii) a proposed "waste management" technology or process (i.e. either for reducing the amounts of waste produced or for handling and getting rid of the waste) should be evaluated in comparison with the other processes that have been demonstrated or are available. Some may be very expensive and very good, while others will be cheap and dirty. Important questions here are: what level of quality does one want to attain?, and how much is one willing to pay, both economically and politically, to do so?;
(iii) the political expression "environmentally acceptable" has to be defined clearly and the performance of any "waste management" schemes should be evaluated against this definition. If the definition is to be based on those statutes concerned with the environment (e.g. the EAA), that's fine. But then one should not turn around, as seems to have been done in principles 5 and 6, and imply that there may be other "environmental" caveats (31).
* principles 4 and 6 should be combined, and the following component added: "the program will include a program for world-wide marketing of any process or know-how developed by SWISC" (41).
* new principle 1: "to implement programs to encourage and assist those individuals and institutions which create solid waste, to reduce or eliminate the amount of solid waste which they create (62).
* new principle: "to develop a rigorous program of public awareness and a parallel effort to persuade industry and households to reduce wastes presented to the WMS (67).
* the most important core principle should be to educate the population, and to change its perspective on relationships with nature. Sustainable Ethics must be part of a compulsory education for all ages and occupations (80).
* provide incentives - through rebates - to waste generators who divert waste to one of the 4-R's (93).

General Comments and Questions

* principles are an excellent starting point (6)
* is the newsletter printed on recycled paper? (7)
* don't see how contingency sites can meet requirements of the EA Act (not enough time). Contingency sites also run the risk of becoming permanent. Encourage industries that produce recyclable materials (7).
* agree with all principles (9).
* nothing is said about packaging. Should tax it (10).
* principles should be less filled with "buzz" words and simplified to essentials (11).
* approve of, and support, core principles (12).
* encouraged to see the laying down of a plan (16).
* planning and implementation must be speeded up (21).
* no mention of costs - which we must accept (21).
* get on with it! (21).
* appreciate the opportunity and applaud the direction (22).
* agree with principles, but would like to see effort put into education programmes and practical advice to the householder (24).
* it is wrong to think that the garbage problem can be solved using "a magic machine." The most important of the 4 R's - reduction and reuse - happen at source. You need to listen to SWEAP - they know a lot more about waste management than you do, given the evidence of your literature so far (25).
* give greater emphasis to waste reduction. All containers should be re-usable, recyclable, and carry significant deposits. Get tough - phase out plastic shopping bags (27).
* excellent basis for exchange of ideas. Are we getting full participation from MOE? (28).
* there is no indication of how the principles will be used, and there appears to be no ranking or index of importance attached to them (31).
* wet/dry recycling should be considered, as should follow-up studies on existing recycling activities (37).
* the impression left by some phrases is that there is no special urgency about the solid waste problem. In principle 1, is there no pressure to hit provincial targets? (38).
* newsletter should be printed on recycled paper (40).
* reduction of packaging (new legislation and regulation) is key (41).
* the following methods should be used to raise funds for increased recycling efforts:
    - tax breaks for companies using recycled materials
    - write-offs for research into recycling materials and methods
    - introduce a waste management sales tax
    - raise fines for pollution law violators (44).
* more emphasis should be directed to companies involved in packaging (48).
* generally agree with principles (49).
* extend recycling efforts beyond newspaper, glass, steel, and plastic (50).
* the federal government should ban the sale of plastics and environmentally unsafe products (51).
* we should be 'thinking' on a community basis, rather than a regional one. Composting should be undertaken in school yards and on football fields (52).
* this newsletter should be printed on recycled paper (52).
* there should be more education to explain the benefits of recycling and the impending increases in waste cartage fees (52).
* formal waste management education should be incorporated into the public school system (55).
* the promotion of robot technology should be encouraged in the performance of waste separation and processing functions (55).
* fully in agreement with principles, but not optimistic about their realization. The present voluntary approach to recycling should be made mandatory (59).
* waste disposal should not be privatized (60).
* strongly support the planning approach taken (62).
* primary goal should be to minimize landfill needs. The waste finally resulting - after reduction programmes have been instituted - should go to energy-from-waste plants, or to cement kilns. The facilities should be located as close to source as possible, so as to reduce haulage costs. The inerts that remain should go to the nearest receptive community for landfill. Prime farm land should not be used (64).
* the core principles are very good. More emphasis should be given to reduction of packaging (65).

* real costs of waste disposal need to be defined for the layperson (66).
* less complicated public information packages need to be compiled for the layperson (66)
* waste could be reduced by issuing two different trash cans to households/businesses. A green can would be accepted at no additional charge. Customers would be charged $200 every time the red can is emptied. People could negotiate with neighbours for extra space in the green cans (67).
* the EAA is a cumbersome, job-creating tool that does a job at ten times the cost required. There is a limit, or should be, on how much input the public should have on technical decisions (68).
* if the true cost of a product was reflected in the price paid for it, then there would be a greater encouragement for businesses to recycle and use less packaging (73).
* incentives need to be offered so that region's with avaliable waste management facilities will accept the wastes of others (77).
* we should encourage recycling activities at local industry sites (78).
* the government should expropriate land for a major recycling complex. It should be far enough away to avoid the NIMBY syndrome (79).
* the core principles need to recognize that waste is our problem (82).
* glad that GTA is doing something about the waste crisis, but wonder if it could push harder for: office recycling; wet/dry composting in homes and apartments; fast food chains to have deposit areas for canned soft drinks (85).
* it is difficult to disagree with the general thrust of the system/planning (88).
* expansion of recycling programs to apartment buildings is a must now (89).
* is there any talk of legislation to reduce the amount of unnecessary packaging? (89).
* agree with the core principles (89).
* encourage hazardous waste disposal at proper dumps (90).
* asgree with the core principles (90).
* we should be encouraging more composting (90).
* no mention is made of the transportation network needed to service a WMS. There should be dedicated roads, like limited accesss highways (92).
* when developing criteria to be used in selecting a site, consider including the devlopment of a package of "mitigating options" for the host community. This would allow the host community, and the proponent, to select from and agree upon a number of options that make the facility more inviting to the community (95).
* it should never be an option to export waste outside of the GTA (97).
* to encourage the reduction of waste at source, we should have a system of local disposal depots, where producers are forced to take their own waste, and where they would be charged (97).
* we should build more newspaper recycling plants, and pass laws limiting the size of newspapers (99).
* received copy of newsletter too late to attend workshops (102).
* in future, print on recycled paper (105).
* the objective is simply to choose the best alternative for waste reduction and disposal. "Best" should be the alternative with the most acceptable cost-benefit balance as seen by the public (109).
* agree with all the principles (110).
* there is a distinct lack of emphasis on the most imortant of the 3-R's, notably: reduction. This concept should underlie all of the principles (111).
* core principles should meet several criteria - short, clear, easily understood, and measurable. None of these principles fully satisfy these criteria (113).
* principles 2,3,4,and 5 include goals which are far too vague (118).

APPENDIX C

E·N·V·I·R·O·N·I·C·S

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SOLID WASTE MANAGEMENT IN THE GREATER TORONTO AREA: AN ASSESSMENT OF CURRENT PUBLIC OPINION

Prepared for

The LURA Group and
The Greater Toronto Area Solid Waste
Management Interim Steering Committee

Prepared by

Environics Research Group Limited

November 1989

EXECUTIVE SUMMARY

Background

The Canadian public now considers the environment to be one of the most important issues facing the country, ahead of or equal to economic concerns. Environmental issues increasingly pervade every aspect of life, from the deteriorating quality of our physical surroundings to new hazards posed by the products we buy.

One of the most pressing environmental problems, particularly in urban areas, is the management of waste materials and byproducts. Concern has expanded from the hazards of industrial and toxic waste to the impact of solid, largely non-hazardous waste, or garbage. In the Toronto area, the management and disposal of solid waste has become a major issue, if not a perceived "crisis", because of the imminent closing of existing landfill facilities and strong public opposition to the siting of the needed replacement facilities.

Because the selection and development of a solid waste management system for the Greater Toronto Area (GTA) will require important decisions that will have substantial implications in terms of environmental quality, level of service and costs, these decisions must consider the views and priorities of all stakeholders, including governments, the private sector, other organized interests and the general public.

Accordingly, a process has been established to solicit, consider and incorporate input from all interested parties and citizens within the GTA. Survey research was used to solicit input from the broader public, input that complements the standard public consultation techniques.

Purpose of this Report

The purpose of this brief report is to present an assessment of how the general public in the Greater Toronto Area currently views solid waste management issues. This information is intended to be complementary to the public input obtained through other components of the public consultation program, as a baseline of opinion, against which change can be tracked as the process progresses, and as a guide to the subsequent implementation of the public consultation process.

The report is based on the results of a number of surveys conducted by Environics Research Group Limited over the past 18 months.

PUBLIC OPINION ON SOLID WASTE MANAGEMENT ISSUES

Awareness and Concerns about Solid Waste

- The Canadian public's mention of the environment as the most important problem facing the country has grown from minimal in the 1970s and early 1980s, to the number one issue in 1989.

- The primary basis of public concern about the environment is the perceived threat to human health and safety. Metro Toronto residents are even more likely than those living elsewhere in the country to express concern about the health and safety hazards of pollution.

- Although solid waste remains a less salient concern than other environmental issues that are perceived to be either more of an immediate hazard (toxic chemicals, air pollution) or massive in scale (global warming, acid rain), Toronto area residents have become decidedly more aware of solid waste management as an environmental issue over the past two years.

- Packaging waste, particularly plastic packaging, has recently been recognized as a significant, but not yet critical, solid waste management problem.

- A plurality of Toronto area residents believes the best way to reduce packaging waste is to encourage consumers and businesses to reduce the amount they use; one-third favour a ban on packaging where less wasteful alternatives are available.

- Although there is no consensus regarding who is primarily responsible for addressing the issue, the public now sees waste management as an important priority for municipal governments. In Metro Toronto waste management is seen as a much higher priority than the treatment of drinking water, police and fire protection, transportation or sewage treatment.

- The fact that Toronto area residents place considerably greater priority on "environmental protection" than on "garbage disposal" indicates that the public's concerns about solid waste are part of broader environmental concerns.

Solid Waste Disposal

- In 1988 Torontonians were divided on the question of whether landfills are effective in protecting the environment from the potential hazards of solid waste. A plurality believed incineration to be a safer method of municipal waste disposal. In 1989 this proportion increased by 10 points, while a much smaller proportion favouring landfills as the safer option remained stable.

- However, it is also likely that a substantial proportion of Greater Toronto Area residents share the concerns expressed by Halton

residents regarding waste incineration facilities and the health impacts of incineration emissions.

- Most Halton residents say their participation in local recycling programs would not be affected if the Region decides to incinerate a large proportion of Halton's solid waste over the long term.

- The Halton Region study revealed that residents there have only a limited knowledge of the different methods used to dispose of solid waste.

- Although Metro Toronto residents are most supportive of recycling solutions to the garbage "crisis," most are also prepared, in principle, to support use of other options.

Recycling

- There is widespread and increasing support across Canada for household waste recycling.

- In 1988 most Toronto area residents thought recycling should be given a higher priority. In 1989, nine in ten residents said they would or already do participate in curbside recycling. Most also said they would be willing to financially support such programs in their communities.

- In September 1989 eight in ten Metro Toronto area residents reported that their neighborhood is serviced by the Blue Box recycling program, and seven in ten said their household participates. Those who do not participate fail to do so largely for reasons beyond their control - they live in unserviced buildings or have never received a blue box - rather than because of any lack of motivation or interest.

- Most blue box program participants say they recycle all or most of the recyclable materials in their households.

- Metro Toronto area residents are fairly knowledgeable about what materials can be left at the curb for recycling. There is some confusion, however, about whether corrugated cardboard can be recycled.

- Almost all Toronto area blue box participants say they are very likely to continue recycling and there is also strong support for expanding the program to include "wet" waste, such as kitchen scraps.

- Just under half of Toronto area residents have a great deal of confidence in their own municipality's ability to properly recycle household waste; four in ten said they had only some confidence.

- Almost nine in ten Metro area residents favour mandatory participation in curbside recycling.

Solid Waste Management Issues

- Greater Toronto Area residents are divided on the question of whether each municipality should be responsible for disposing of its own garbage or whether it is acceptable to ship waste to other areas that are willing to accept it.

- Most believe that each province has the responsibility to dispose of its own hazardous waste. However, a majority rejects the suggestion that communities who oppose having hazardous waste facilities should be forced to accept them.

- Although there is currently no consensus among Greater Toronto Area residents on the relative merits of private versus public sector responsibility for solid waste management, just over half express a preference for private companies. They believe the private sector would be more efficient and cost-effective. Those who support public sector responsibility believe government is more responsible and accountable and less concerned with profits.

INTRODUCTION

Background

The state of the environment and natural ecosystems has emerged over the past decade to become one of the primary challenges facing society, in Canada and worldwide. This reality is now recognized by the Canadian public, who consider the environment to be one of the most important issues facing the country, ahead of or equal to the dominant economic concerns with unemployment, inflation and general economic stability.

In today's world, environmental issues increasingly pervade every aspect of life, from the deteriorating quality of our physical surroundings (e.g., air, water), diminishing natural resources such as forests and fishing stocks, changes in climate, to new hazards posed by the products we buy, the food we eat, and even the homes in which we live (e.g. from radon gas).

One of the most pressing environmental problems, particularly in urban areas, is the management of waste materials and byproducts. Earlier in the decade, the principal concern was with the hazards of industrial and toxic waste, which are widely viewed as posing a dangerous threat to both the environment and human health. In recent years, however, increasing attention has been given to the impact of solid, largely non-hazardous waste, or garbage: that generated by households, businesses and offices.

In the Toronto area, the management and disposal of solid waste has become a major issue—often described as a "crisis"—as the existing management system is being stretched and is in danger of breaking down. This situation is primarily a result of two developments: a) the imminent closing of the existing landfill facilities that currently handle much of the solid waste generated in the area; and b) strong public opposition to the siting of the needed replacement facilities because of heightened public concern about their environmental and health impacts.

Early in 1989, the Chairmen of the five regional municipalities comprising the Greater Toronto Area (GTA) developed an approach for addressing the areas solid waste management problems. This approach entails a process by which the regional governments will jointly identify and implement a comprehensive and integrated system for effectively managing solid waste over the long term. This system is intended to place a top priority on minimizing impacts on the environment and human health, through adherence to current environmental protection standards, state-of-the-art technology and a heavy emphasis on reducing the volume of waste requiring disposal or destruction through waste reduction, reuse and recovery.

Because the selection and development of a solid waste management system for the Greater Toronto Area will require important decisions that will have substantial implications in terms of environmental quality, level

of service and costs, these decisions must consider the views and priorities of all stakeholders, including governments, the private sector, other organized interests and the general public. Accordingly, a process has been established to solicit, consider and incorporate input from all interested parties and citizens within the GTA.

Public consultation is now a regular component of waste management planning and siting decisions in Ontario, in part because it has been included in government policy, regulations and legislation, but also because experience has shown that consultation often results in decisions that are more technically sound and politically viable.

One of the limitations of most public consultation processes used to date is that they are not well suited to obtaining input from a substantial proportion of the unorganized public-at-large. Most consultation techniques for soliciting input (e.g. public meetings, forums, green papers) provide an effective means of hearing from organized interests (interest groups, industry, governments), but not from the "person on the street," who may not have the time, the conviction or the courage to participate in a setting along with those with a professional interest in the decisions to be made. Nevertheless, the views of the broader public are important to consider, and they may or may not correspond to those expressed by the representatives from business, government and other stakeholders.

Survey research, the principal social scientific method used to measure people's opinions, views and behaviors, provides a valuable tool for soliciting input from the broader public that complements the standard public consultation techniques. Properly conducted surveys of representative samples of the general public can provide an accurate and credible measure of how the public (as well as specific sub-groups of this public) views the issues and decisions under consideration. For this reason, surveys of the GTA residents are included as part of the public consultation process now underway.

Purpose of this Report

The purpose of this brief report is to present an assessment of how the general public in the greater Toronto area currently views solid waste management issues, based on survey research conducted by Environics over the past two years. This assessment is intended to provide a starting point for understanding the public's current perceptions, attitudes and priorities regarding solid waste and how it should be managed.

By providing an overview of how the Toronto area public-at-large currently views solid waste management issues, this report is intended to:

- inform all parties involved in the process about current public opinion on solid waste issues;

- complement the public input obtained through the other components of the public consultation program;

- provide a baseline of opinion, against which change can be tracked as the process progresses; and

- provide guidance to the subsequent implementation of the public consultation process.

The report will be based on the results from a number of surveys, conducted by Environics Research Group Limited over the past 18 months, which contain some focus on solid waste management issues. This research includes both Environics' syndicated research services (such as FOCUS CANADA and The Environmental Monitor), as well as from a custom study conducted for the Region of Halton. Details about the surveys quoted in this report are provided in Appendix A.

PUBLIC OPINION ON SOLID WASTE MANAGEMENT ISSUES

Awareness and Concerns about Solid Waste

Opinion research over the past few years has clearly documented the rise in public awareness and concern about environmental issues in Canada and around the world. Environics' FOCUS CANADA Report shows the Canadian public's mention of the environment as the most important problem facing the country move from minimal in the 1970s and early 1980s, to the number one issue in 1989.

The primary basis of public concern about the environment is the perceived threat to human health and safety. FOCUS CANADA findings, for instance, reveal that six in ten (59%) Canadians say that health and safety concerns are for them the most troubling aspect of pollution, compared with three in ten (29%) who are most troubled by the impacts on air, water and forest quality and five percent who identify fish and wildlife impacts. Metro Toronto residents (71%) are even more likely than those living elsewhere in the country to express concern about the health and safety hazards of pollution.

While public concern about the environment is at an all time high, most Canadians do not appear to be thinking specifically about solid waste management when they express such concerns. When asked this past summer to identify the most important environmental problem facing the country (top of mind), most mentioned acid rain (31%) or air pollution (20%), while only three percent identified municipal garbage or landfill issues (4% in Metro Toronto). These findings, however, do not mean that people are unconcerned about solid waste issues, but rather that solid waste is not as salient as other issues (such as water pollution or toxic chemicals), which in some cases are related to waste disposal.

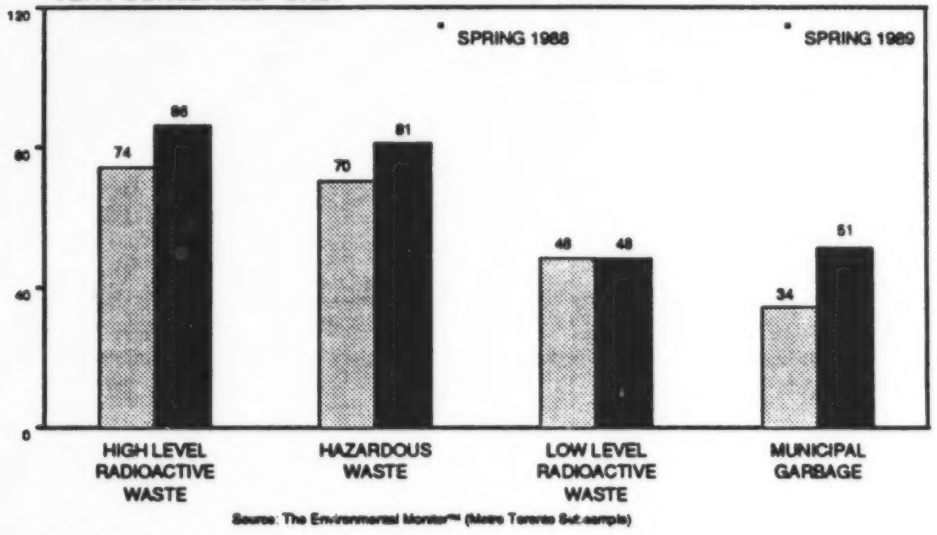
When asked specifically about different types of environmental issues, Canadians (on the Fall 1988 Environmental Monitor) are less likely to say they are very concerned about municipal or solid waste (64%) than they are about issues such as acid rain (77%), toxic chemicals (74%) or water quality (74%). But concerns about solid waste have grown more quickly over the past year than concerns about other issues. In Metro Toronto, the proportion of residents very concerned about solid waste increased from 50 percent in 1987 to 68 percent in 1988.

Findings from The Environmental Monitor also reveal that the public is less apt to be worried about municipal waste than about hazardous or radioactive waste. But again, concerns about municipal waste have risen faster over the past year than concerns about other types of waste.

WASTE CONCERNS

LEVEL OF CONCERN ABOUT WASTE STORAGE AND DISPOSAL

"VERY CONCERNED" ONLY



Source: The Environmental Monitor™ (Metro Toronto Sub-sample)

Findings from the September 1989 Metropoll survey reveals that residents of the greater Toronto area rank the environment as the second most important top of mind problem facing their municipality today (mentioned by 15%), behind transportation (19%) and ahead of housing (14%). Half of those who identify the environment as the top issue specifically mention garbage or landfills as the problem.

These findings reveal that Toronto area residents have become sharply more aware of solid waste management as an environmental issue over the past two years, most likely as a result of the high profile of this issue in the local media. However, solid waste remains a less salient concern than other environmental issues that are perceived to be either more of an immediate hazard (toxic chemicals, air pollution) or massive in scale (global warming, acid rain).

Packaging waste has recently been recognized as a significant solid waste management problem among Canadians. The Spring 1989 Environmental Monitor found that half (51%) of Toronto area residents believe that packaging material used for consumer products is a serious waste management problem, while another 38 percent say it is a somewhat serious problem. Plastic packaging (64%) is most widely identified by area residents as primary packaging waste problem, while one in four (25%) points to plastic foam material (23%). Relatively few mention metal (e.g., aluminum, steel) (9%), cardboard (7%), paper (4%), aerosol sprays (4%) and glass (3%).

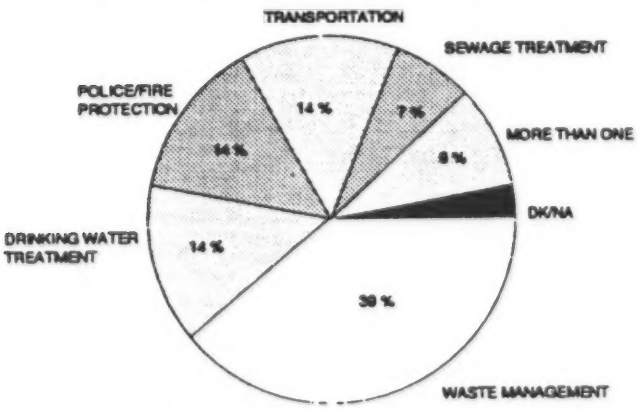
While packaging is now viewed as a significant problem, it does not yet appear to be considered serious enough to warrant critical measures. A plurality (39%) of Toronto area residents believe the best way to reduce packaging waste is to encourage consumers and businesses to reduce the amount they use, while another 34 percent think the best approach is to ban packaging where less wasteful alternatives are available, and 17 percent support the taxation to discourage wasteful packaging.

Similarly, no consensus has yet emerged as to who is primarily responsible for addressing this issue. One in four (25%) says the primary responsibility for reducing packaging waste lies with government, while one in five points to either companies that manufacture packaging material (21%), consumers (20%) and companies that sell packaged products. Another eleven percent insist that two or more of these parties are equally responsible for reducing wasteful packaging.

Growing concerns about municipal waste is reflected in the fact that the public now sees this issue as an important priority for municipal governments to address. Findings from the Spring 1989 Environmental Monitor indicate that four in ten (39%) Metro Toronto residents sees

MUNICIPAL PRIORITIES

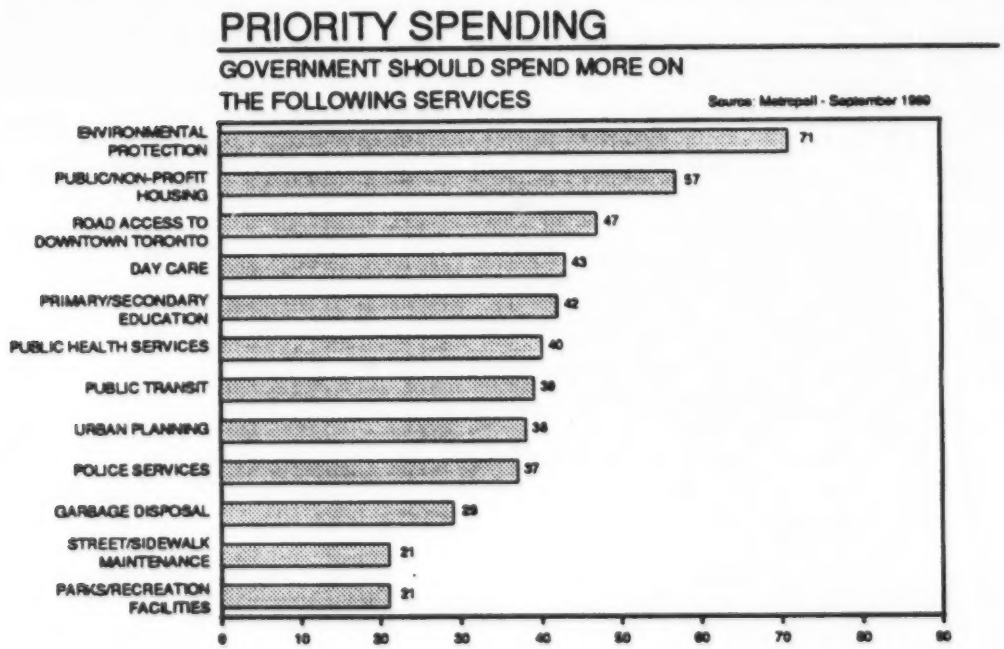
WHICH OF THE FOLLOWING PUBLIC SERVICES NEEDS THE MOST URGENT ATTENTION BY MUNICIPALITIES TODAY?



Source: The Environmental Monitor™ (Metro Toronto Subsample)

waste management as requiring the most urgent attention by municipalities today, while considerably fewer place this priority on the treatment of drinking water (14%), police and fire protection (14%), transportation (14%) or sewage treatment (7%). Not surprisingly, the priority placed on waste management corresponds to the concerns of Canadians about the storage and disposal of municipal waste: Those who are very concerned about waste are more likely to identify waste management as the top municipal priority than those who are not as concerned.

While the Toronto area public is now looking to municipal government to address the waste management problem, findings from the Fall 1989 Metropoll survey indicate that Toronto area residents place considerably greater priority on "environmental protection" (which 71% believe warrants increased municipal spending) than on "garbage disposal" (which only 26% believe should receive increased spending). These data reveal the different connotations of these terms, but also reflects the fact that the public's concerns about solid waste are part of broader environmental concerns.



Across the greater Toronto area, those living in the City of Toronto (33%), City of York (37%), Vaughan (43%), and Richmond Hill (51%) are somewhat more likely than residents elsewhere to support increased municipal spending on garbage disposal.

Solid Waste Disposal

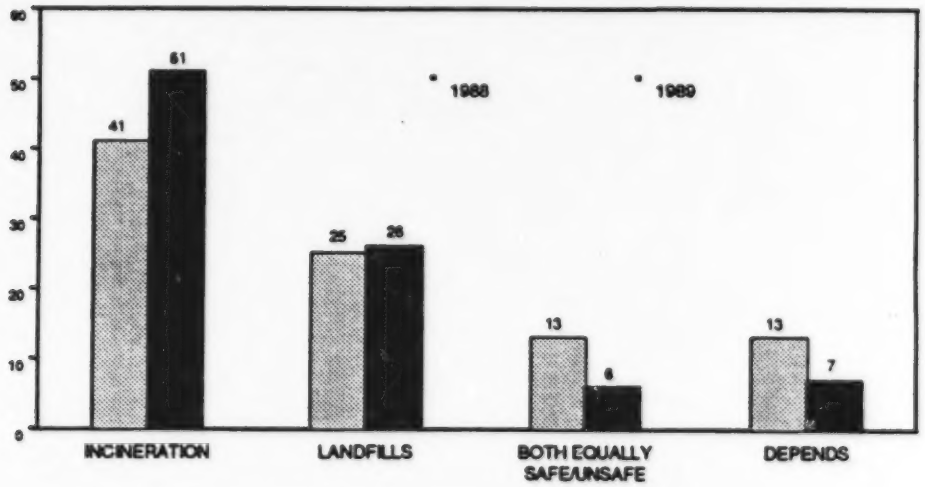
Findings from the Spring 1988 Environmental Monitor indicate that opinion is split among Torontonians on whether landfills are (42%) or are not (40%) effective in protecting the environment from the potential hazards of solid waste.

A plurality (41%) of Toronto area residents in 1988 expressed the view that incineration is a safer method of municipal waste disposal than landfill. Twenty five percent believe that landfills are safer, while another 13 percent say that the two methods are equally safe or unsafe, and the same proportion indicates that the relative safety depends on other factors. Compared to the rest of Canadians, Torontonians were somewhat less likely to view incineration as the safer method.

Data from the Spring 1989 Environmental Monitor shows that over the past year, the proportion of Metro residents who believe incineration is the safer option has increased by 10 points, up to 51%, while the proportion who rates landfills as the safer option remained stable (26%) and those who say they are equally safe/unsafe (6%) or who say it depends (7%) declined.

LANDFILL VERSUS INCINERATION

WHICH IS SAFER FOR HEALTH AND THE ENVIRONMENT?



Source: The Environmental Monitor[tm] (Metro Toronto Subsample)

Those Toronto residents who in 1988 said that incineration of municipal waste is safer indicated that this is because this method destroys the waste, is a safer means of disposal and because it causes less pollution. Those who believe that landfill disposal is safer gave as reasons that this method does not pollute the air and generally causes less pollution.

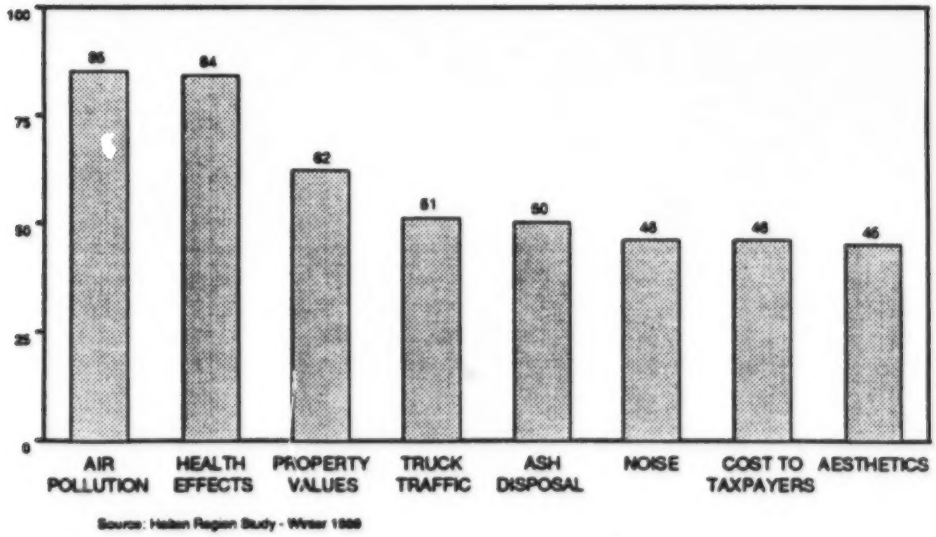
While the public generally sees incineration as less threatening than landfill disposal, this does not mean that people are comfortable with incineration as a method of solid waste disposal. The study conducted earlier this year for Halton Region found that six in ten (62%) of Halton residents say they would be concerned if a solid waste incineration facility was to be located somewhere in their community. Less than one in five (18%) would not be concerned, while another 16 percent say their level of concern would depend upon other factors. The primary reason for concern about local waste incineration in Halton is the air pollution generated by such facilities (mentioned by 71% of those concerned about incinerators), while smaller proportions express concerns about possible odours (21%) and the potential effect on public health (20%).

Halton residents were also asked to indicate how concerned they would be about each of eight specific types of potential impacts that some believe could result from waste incinerators. Eight in ten people (84%) see the possible impact of waste incinerators on air pollution and human health as major concerns. These two types of concern are related given the widespread perception that environmental pollution poses a significant hazard to human health. Sixty-two percent say they would have a major concern about the impacts a local incinerator might have on property values. Five out of ten people would have a major concern about increased truck traffic and the disposal of incinerator ash residue, while slightly smaller proportions would rate as major concerns the noise generated from the incineration facility (46%), the added cost of new facilities to taxpayers (46%) and the aesthetic appearance of such facilities (45%).

WASTE INCINERATION CONCERNS

HALTON PUBLIC CONCERNS ABOUT POTENTIAL IMPACTS

"MAJOR CONCERN" ONLY



Source: Halton Region Study - Winter 1989

These findings indicate that a substantial proportion of Halton residents have a range of concerns about waste incineration facilities, although the primary worry appears to be the health impacts of incineration emissions. Although these data are limited to the population of Halton Region, it is likely that these views are generally shared by residents elsewhere in the greater Toronto area.

One concern, which Halton residents do not appear to have with solid waste incineration, is with the impact such facilities might have on ongoing waste recycling programs. Only one in ten (11%) says that his or her participation in local recycling programs would be affected by a decision by the Region to incinerate a large proportion of Halton's solid waste over the long term.

The Halton Region study revealed that residents there have some awareness of how their solid waste is currently disposed of, although most do not have an accurate understanding of the relative role played by the different methods. Residents were particularly likely to over-attribute the role played by recycling, because of their familiarity with recycling programs and the high profile this method is currently receiving in the media. Halton residents also tend to over-attribute the landfilling and incineration of the Region's solid waste, while only one in three (37%) is aware that most of the solid waste is shipped out of the Region for disposal elsewhere.

Apart from the public's view of how waste is currently managed, almost everyone (98%) in Metro Toronto believes recycling is either very or somewhat important to solving the region's solid waste problems. This view is consistently held across municipalities, with the exception of East York, where recycling is given slightly less importance. By comparison, eight in ten (78%) Metro area residents consider incineration to be a very or somewhat important waste solution, while two in three place this level of importance on landfills (68%) and shipment out of the region (65%). These findings indicate that area residents are most supportive of recycling solutions to the garbage "crisis," but most are also prepared, in principle, to support use of other options disposal as well.

Recycling

The Environmental Monitor reveals widespread support across Canada for household waste recycling, and that this support has increased over the past year. Most (82%) Toronto area residents expressed the view in 1988 that not enough priority is being placed on the recycling of household solid waste. On the Spring 1989 survey, nine in ten (91%) Toronto area residents say they would definitely participate in curbside recycling or already do so, up from 69 percent from 1988.

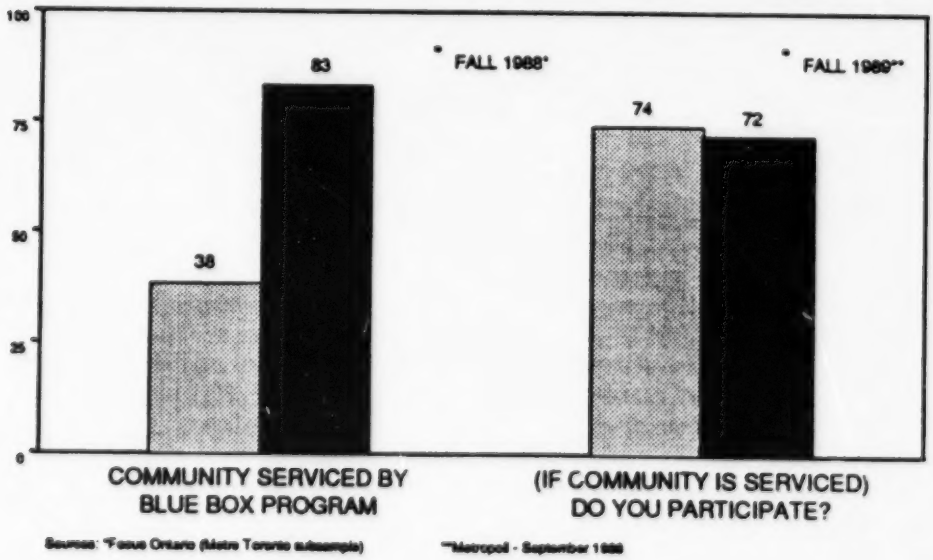
Most Toronto area residents (79%) feel strongly enough about household waste recycling programs that they are prepared to pay some additional amount of money to support such programs in their communities. One in

three (36%) says he or she would pay an additional $25 per year for curbside recycling in their community, while 14 percent would pay between $25 and $50 a year and another 27 percent would pay over $50. Willingness to pay something is equally strong across demographic groups, but how much they are prepared to pay is partly a function of income, with those earning over $40,000 a year most likely to say they would pay over $50 per year to support curbside recycling in their community.

Environics' Fall 1988 report and the FOCUS ONTARIO survey found that forty-two percent of Ontarians reported blue box recycling programs being offered in their communities. Of these, 77 percent said they actively participate in the program on a regular basis. In Metro Toronto, only 38 percent indicated their community is serviced by such programs, of which 74 percent reported active participation. In Halton Region, where curbside recycling is well-established in all municipalities, 88 percent say their household participates in these programs.

The rapid introduction of curbside recycling in the Toronto area over the past year is reflected in the findings (from the September 1989 Metropoll survey) that eight in ten (83%) residents say their neighborhood is serviced by the Blue Box recycling program, of which 72 percent say their household participates. Those who say they do not participate are most apt to live in the City of Toronto (35%), East York (44%) and the City of York (34%), those municipalities which have the highest proportion of apartments and condominium units, which are not currently serviced by curbside recycling programs. Similarly renters (62%) are less likely to report participation than homeowners (92%).

PARTICIPATION IN BLUE BOX RECYCLING



Sources: *Focus Ontario (Metro Toronto subsample) **Metropoll - September 1989

Of those who say they do not participate in their local blue box recycling program, most (85%) say this is because they live in unserviced dwellings (e.g. apartments), while another nine percent say they have either lost or never received their Blue recycling Box. Only three percent of Greater Metro Toronto residents find the blue box recycling program inconvenient. These findings indicate that those who do not participate fail to do so for reasons beyond their control rather than because of any lack of motivation or interest.

Findings from both Metropoll and FOCUS ONTARIO surveys indicate that eight in ten blue box program participants say they recycle all or most of the recyclable materials in their households. Those with a household income of less than $20,000 (64%) and renters (67%) are less likely to recycle all or most of their recyclable household materials.

The September 1989 Metropoll survey assessed residents' awareness about materials can and cannot be recycled through the Blue Box program. Results indicate that Toronto area residents are fairly knowledgeable about what materials can be left at the curb for recycling. Ninety-five percent of residents across all municipalities were aware that glass bottles and jars are recyclable. Additionally, ninety-eight person knew that newspapers can be left on the curb for recycling.

There is greater confusion, however, about whether corrugated cardboard can be recycled or not. A majority (57%) of Metro residents answer this question accurately by stating that this product is recyclable, but one-third (34%) provide incorrect answers. Only half (49%) of Oakville and Ajax residents are aware that corrugated cardboard is recyclable in their communities.

Only six out of ten (59%) know that paper other than newspapers cannot be recycled through the Blue Box program. One-third incorrectly state that they can leave this material on the curb for recycling. Renters (49%) and young people (under 24) are most apt to be misinformed on this issue. Seventy-two percent are aware that crockery and window glass do not classify as recyclable materials, while only eight percent do not know that batteries cannot be recycled under the current program. York residents (21%) and Pickering residents (18%) are the most misinformed about this product.

The Metropoll survey indicates that nine in ten (91%) blue box participants say they are very likely to continue recycling, while seven percent are somewhat likely to continue to participate and only one percent is somewhat unlikely. No one says that he or she is unlikely to continue to participate. Willingness to participate increases with level of education and decreases with age and income. In addition, the Halton survey also reveals an equally strong commitment on the part of Halton residents to continued participation in curbside recycling.

The data indicate clearly that Toronto area residents are strongly committed to household waste recycling. But do they feel the municipalities responsible for implementing these programs equally

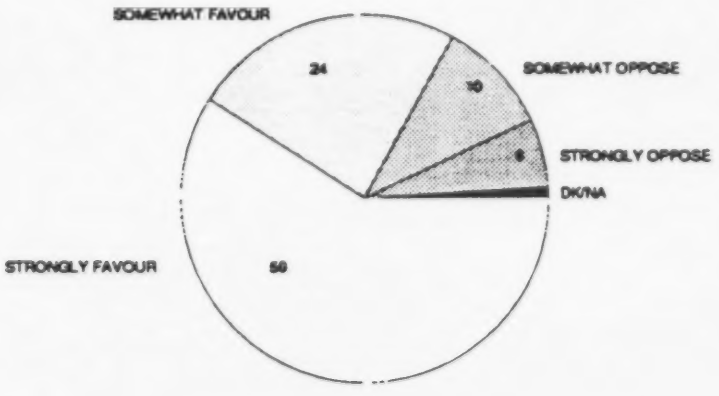
committed? The September 1989 Metropoll asked area residents about their level of confidence in municipalities properly recycling the material they left at the curbside. Results indicate that half (48%) have a great deal of confidence in their own municipality's ability to properly recycle household waste, while another 44 percent have some confidence and only six percent have very little confidence in their municipalities efforts in this area. A great deal of confidence in municipal recycling is most widely expressed by those living in the Regions of Peel (57%), York (56%) and Halton (50%), while this view is expressed by less than half of those living in Durham Region (44%) and Metro Toronto (45%). One in ten (10%) City of Toronto residents say they have very little confidence in their municipal recycling program.

Not only is the public participating in household waste recycling, but a majority is also prepared to expand their efforts to recycle their household's "wet" waste, such as kitchen scraps. The Spring 1989 Environmental Monitor found that six in ten (59%) Metro Toronto residents are definitely willing to participate in household wet waste recycling programs, while another 28 percent say they would likely participate and only 13 percent they would likely or definitely not do so. In Halton Region (which is currently planning to implement wet waste recycling on a pilot basis), 45 percent indicated they would definitely participate, while 33 percent said they would likely do so and 19 percent said they would not.

Perhaps the most revealing indication of the Toronto public's strong commitment to household waste recycling comes from the Spring 1989 Environmental Monitor, which shows that close to nine in ten Metro area residents either strongly (71%) or somewhat (15%) favours a law making it mandatory for all households in their community to participate in

MANDATORY RECYCLING

FAVOUR OR OPPOSE PASSING LAWS TO REQUIRE CURBSIDE RECYLCING IN YOUR COMMUNITY



Source: The Environmental Monitor™ (Metro Toronto Subsample)

curbside recycling. Few say they somewhat (6%) or strongly (7%) oppose such a law. Such a law has in fact recently been enacted in Halton Region, with little or no public opposition.

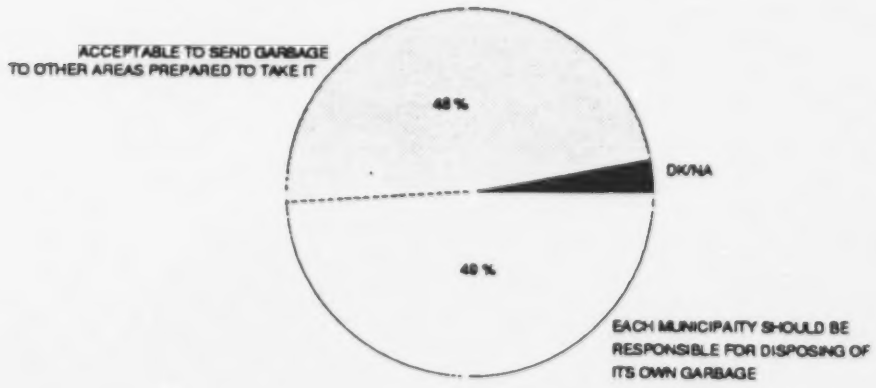
Public support for mandatory measures is particularly striking when considered in the context of broader social trends toward government deregulation and the public's desire for less, not more, government involvement over individual behavior. These findings reflect in part the public's growing concern about environmental problems and the need for strong measures to address them, even at the cost of some minor personal sacrifices. Support for mandatory recycling may also indicate a concern about whether one's neighbors are equally committed to protecting the environment and recycling: passing laws to require recycling may be seen as a way to ensure everyone participates.

Solid Waste Management Issues

Disposal of solid waste traditionally has been the responsibility of municipal governments. But as disposal sites fill up and public resistance prevents the establishment of new ones, increasing reliance is being placed on shipping solid waste to facilities in other areas. The September 1989 Metropoll asked greater Toronto area residents whether they feel each municipality should be responsible for disposing its own garbage or whether it is acceptable to ship its waste to other areas that are willing to accept it. Results indicate that the public is divided on this issue. Forty-nine percent believe that each municipality should be responsible for the disposal of its own waste, while forty-eight percent approve of having the waste shipped to other areas. This view is held across the greater Toronto region.

MUNICIPAL RESPONSIBILITY FOR SOLID WASTE DISPOSAL

HOW RESPONSIBLE ARE MUNICIPALITIES FOR DISPOSING THEIR OWN SOLID WASTE?


ACCEPTABLE TO SEND GARBAGE TO OTHER AREAS PREPARED TO TAKE IT
48 %
DK/NA
49 %
EACH MUNICIPALITY SHOULD BE RESPONSIBLE FOR DISPOSING OF ITS OWN GARBAGE

Source: Metropoll - September 1989

The public appears to feel differently about jurisdictional responsibility for waste disposal at the provincial level and when the issue is hazardous waste. Results from the Spring 1989 Environmental Monitor show eight in ten (82%) of Metro Toronto residents believe that each province has the responsibility to dispose of its own hazardous waste, compared to only 15 percent who say that provinces with disposal facilities should accept hazardous waste from those that do not.

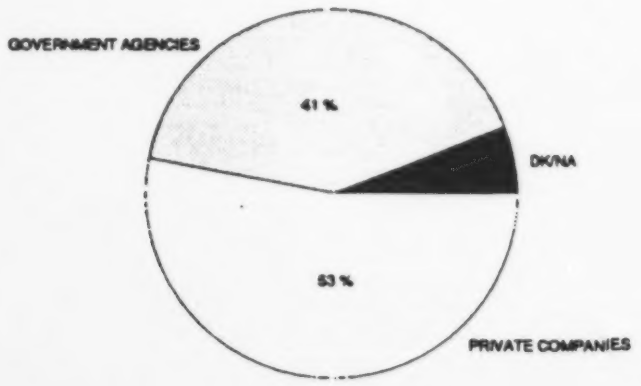
But while Torontonians support provincial responsibility for hazardous waste, they do not believe that communities who oppose having these sites should be forced to accept them. Only one in three (34%) believes that governments should have the right to impose hazardous waste facilities on communities in order to ensure that such waste is properly disposed of, while a majority (57%) maintain that communities should have the right to reject such facilities because of concerns about possible health and environmental hazards associated with them.

One of the most significant issues to be addressed in the development of a comprehensive solid waste management system for the greater Toronto area is the extent to which this system should be developed and operated by the private sector, which to date has had little involvement in solid waste management.

Findings from the September 1989 Metropoll survey indicate that there is currently no consensus among greater Toronto area residents on the merits of private versus public sector responsibility for solid waste management. When asked who they would prefer to handle garbage disposal, just over half (53%) express a preference for private companies, while four in ten (41%) would prefer to have it handled by a government agency. Preference for private sector involvement is

PUBLIC VERSUS PRIVATE SECTOR OPERATION

WHO WOULD DO A BETTER JOB OF HANDLING GARBAGE DISPOSAL IN THE GREATER TORONTO AREA?



Source: Metropoll - September 1989

directly related to income, with those earning more than $60,000 a year (63%) most strongly in favour of private sector operation, compared to only 38 percent of those earning less than $20,000.

Those who prefer to see garbage disposal handled by private companies say this is because they think private companies would perform better than a government agency (45%), because government is too inefficient and bureaucratic to effectively deal with garbage disposal (29%) and because it would be cheaper for private companies to perform this function (29%). Those who think government should maintain responsibility for solid waste disposal say this is because government would do a better job (28%), because government is more responsible and accountable to the public (21%) and because private companies would be too occupied with profits (20%).

CONCLUSIONS

The data presented in this report show clearly that the public, both across Canada as well as in the greater Toronto area, has acknowledged that solid waste management represents a significant environmental problem, and is one which warrants priority attention at the local level. Moreover, citizens realize their own contribution to the waste disposal problem and are prepared to also be part of the solution, demonstrated to date by the overwhelming public response to curbside recycling programs across Ontario.

Why has the public so avidly embraced recycling? First, there is a strong motivation to participate because people are deeply concerned about the environment and accept some personal responsibility for protecting it. Data from numerous Environics' surveys show that a large segment of Canadians believe citizens have at least as much responsibility as governments or industry to protect the environment, and this segment appears to be growing. Second, people are looking for ways in which they can translate their environmental concerns and responsibility into concrete actions. Until recently, there have been relatively few opportunities for the average Canadian to take such actions.

Introduction of curbside recycling of household waste has been successful because it has provided every household in serviced communities with an opportunity to do something for their environment in a way that is accessible and also comprehensible (i.e. people can easily understand how their own household garbage can contribute to a problem). One key to the success of Blue Box recycling programs is that participation has not proved to be inconvenient for most households, and in fact seem to provide some degree of satisfaction to many for doing something positive for the environment and their community.

The current success of curbside recycling in terms of citizen participation is an established fact. The research presented above

further indicates that the Toronto area public will continue to be committed to household recycling programs, and that most are prepared to expand their own efforts, to include wet household waste and home composting, to pay more if necessary to support such programs, and even support laws to require everyone to participate.

The one critical factor which could affect citizen's commitment to recycling is their view of the efficacy of their participation. People are now recycling because they believe their actions, collectively, will help reduce solid waste requiring disposal and generally protect the environment. If at some point in the future the public begins to doubt this efficacy or lose confidence in the recycling programs themselves, then participation rates will likely decline. Current data indicates, however, that most Toronto area residents have at least some confidence in their municipal recycling programs.

The public's enthusiasm for recycling cannot, of course, transform it into the single solution to solid waste management in the greater Toronto area. Disposal facilities will be needed regardless of the volume of waste that is reduced, reused, recycled or otherwise diverted from the waste stream. Survey data indicates that the Toronto area public accepts in principle the need for such facilities. But there are also widespread concerns about the hazards of waste of all types. People are most concerned about the possible hazards to human health, followed by concerns about impacts on the environment, and to a lesser extent, the nuisance impacts (e.g. traffic, noise, aesthetics).

Apart from health and environmental concerns, the public resists local waste facilities because of the perception that they are being burdened unfairly with someone else's waste. While this view is typically considered a socially irresponsible one of the so-called "not-in-my-backyard" variety, in reality there is a certain unfairness in asking particular communities to accept the waste of others when these communities are no more deserving of this burden. The fairness or equity aspect of siting decisions lies at the heart of most local opposition, and is often fueled by the belief that the decision process itself is not a fair one.

Survey data show that, while the public views incineration to be a safer method for disposing of waste than landfills in relative terms, they are still uneasy about the safety of incinerators. The current debate among experts, governments and environmental groups about incinerator safety has reinforced public concerns, particularly since it is those parties which express the greatest doubts about incineration safety (i.e. environmental groups) which the public most trusts.

The issue concerning private versus public sector involvement in a new solid waste management system in the greater Toronto area is one which is yet to be resolved in the public's mind. Current survey data indicates area residents are divided on the merits of public versus private operation, and it is likely that most are simply not sure at this point who would do best job. On the one hand, some feel the

private sector is better able to get the job done where government has largely failed to date. This view is part of a growing trend in which Canadians are becoming less critical of industry's environmental record because they are realizing that companies are not the only polluters and that they can also be part of the solutions. The public is also realizing the limits to government efficacy in protecting the environment and is becoming increasingly critical of government efforts, which are increasingly falling behind public expectations.

On the other hand, there is also the concern about whether private companies can be trusted to manage the area's solid waste in a proper and responsible fashion, or whether they will sacrifice environmental and health safeguards in order to ensure or maximize profit. The data suggest that residents may not have any difficulty with waste disposal becoming a profitable enterprise, but first and foremost is protection of public health and the environment. This is the criteria by which the public can be expected to accept or reject solid waste management systems and operators.

APPENDIX A
Environics Surveys Covered in the Report

This report includes data gathered from the following Environic's surveys:

	Date	Population	Sample size
The Environmental Monitor			
	- Spring 1989	Canada	160*
	- Fall 1988	Canada	160*
	- Spring 1988	Canada	160*
Halton Region Waste Management Survey			
	- Winter 1989	Halton Region	600
Focus Ontario			
	- Fall 1988	Ontario	225*
Focus Canada			
	- Summer 1989	Canada	215*
Metropoll			
	- Fall 1989	Greater Toronto Area	1,500
	- Winter 1989	Metro Toronto	1,522

*Denotes Toronto area sub-sample